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The Department of State bulletin

VOL. XVI, No. 394 . PUBLICATION 2723

January 19, 1947

The Department of State BULLETIN, a weekly publication compiled and edited in the Division of Publications, Office of Public Affairs, provides the public and interested agencies of the Government with information on developments in the field of foreign relations and on the work of the Department of State and the Foreign Service. The BULLETIN includes press releases on foreign policy issued by the White House and the Department, and statements and addresses made by the President and by the Secretary of State and other officers of the Department, as well as special articles on various phases of international affairs and the functions of the Department. Information concerning treaties and international agreements to which the United States is or may become a party and treaties of general international interest is included.

Publications of the Department, cumulative lists of which are published at the end of each quarter, as well as legislative material in the field of international relations, are listed currently.

For sale by the Superintendent of Documents
U. S. Government Printing Office
Washington 25, D. C.

SUBSCRIPTION :
52 issues, \$5.00 ; single copy, 15 cents

Published with the approval of the
Director of the Bureau of the Budget

THE SITUATION IN CHINA

Statement by General George C. Marshall¹

The President has recently given a summary of the developments in China during the past year and the position of the American Government toward China.² Circumstances now dictate that I should supplement this with impressions gained at first hand.

In this intricate and confused situation, I shall merely endeavor here to touch on some of the more important considerations—as they appeared to me—during my connection with the negotiations to bring about peace in China and a stable democratic form of government.

In the first place, the greatest obstacle to peace has been the complete, almost overwhelming suspicion with which the Chinese Communist Party and the Kuomintang regard each other.

On the one hand, the leaders of the Government are strongly opposed to a communistic form of government. On the other, the Communists frankly state that they are Marxists and intend to work toward establishing a communistic form of government in China, though first advancing through the medium of a democratic form of government of the American or British type.

The leaders of the Government are convinced in their minds that the Communist-expressed desire to participate in a government of the type endorsed by the Political Consultative Conference last January had for its purpose only a destructive in-

tention. The Communists felt, I believe, that the Government was insincere in its apparent acceptance of the PCC resolutions for the formation of the new government and intended by coercion of military force and the action of secret police to obliterate the Communist Party. Combined with this mutual deep distrust was the conspicuous error by both parties of ignoring the effect of the fears and suspicions of the other party in estimating the reason for proposals or opposition regarding the settlement of various matters under negotiation. They each sought only to take counsel of their own fears. They both, therefore, to that extent took a rather lopsided view of each situation and were susceptible to every evil suggestion or possibility. This complication was exaggerated to an explosive degree by the confused reports of fighting on the distant and tremendous fronts of hostile military contact. Patrol clashes were deliberately magnified into large offensive actions. The distortion of the facts was utilized by both sides to heap condemnation on the other. It was only through the reports of American officers in the field teams from Executive Headquarters that I could get even a partial idea of what was actually happening, and the incidents were too numerous and the distances

too great for the American personnel to cover all of the ground.

¹ Released to the press January 7.

² BULLETIN of Dec. 29, 1946, p. 1179.

On January 8 the Senate unanimously confirmed the nomination of General George C. Marshall, formerly personal representative of the President to China, with the personal rank of Ambassador, to be Secretary of State.

I must comment here on the superb courage of the officers of our Army and Marines in struggling against almost insurmountable and maddening obstacles to bring some measure of peace to China.

I think the most important factors involved in the recent break-down of negotiations are these: On the side of the National Government, which is in effect the Kuomintang, there is a dominant group of reactionaries who have been opposed, in my opinion, to almost every effort I have made to influence the formation of a genuine coalition government. This has usually been under the cover of political or party action, but since the Party was the Government, this action, though subtle or indirect, has been devastating in its effect. They were quite frank in publicly stating their belief that cooperation by the Chinese Communist Party in the government was inconceivable and that only a policy of force could definitely settle the issue. This group includes military as well as political leaders.

On the side of the Chinese Communist Party there are, I believe, liberals as well as radicals, though this view is vigorously opposed by many who believe that the Chinese Communist Party discipline is too rigidly enforced to admit of such differences of viewpoint. Nevertheless, it has appeared to me that there is a definite liberal group among the Communists, especially of young men who have turned to the Communists in disgust at the corruption evident in the local governments—men who would put the interest of the Chinese people above ruthless measures to establish a Communist ideology in the immediate future. The dyed-in-the-wool Communists do not hesitate at the most drastic measures to gain their end as, for instance, the destruction of communications in order to wreck the economy of China and produce a situation that would facilitate the overthrow or collapse of the Government, without any regard to the immediate suffering of the people involved. They completely distrust the leaders of the Kuomintang and appear convinced that every Government proposal is designed to crush the Chinese Communist Party. I must say that the quite evidently inspired mob actions of last February and March, some within a few blocks

of where I was then engaged in completing negotiations, gave the Communists good excuse for such suspicions.

However, a very harmful and immensely provocative phase of the Chinese Communist Party procedure has been in the character of its propaganda. I wish to state to the American people that in the deliberate misrepresentation and abuse of the action, policies, and purposes of our Government this propaganda has been without regard for the truth, without any regard whatsoever for the facts, and has given plain evidence of a determined purpose to mislead the Chinese people and the world and to arouse a bitter hatred of Americans. It has been difficult to remain silent in the midst of such public abuse and wholesale disregard of facts, but a denial would merely lead to the necessity of daily denials; an intolerable course of action for an American official. In the interest of fairness, I must state that the Nationalist Government publicity agency has made numerous misrepresentations, though not of the vicious nature of the Communist propaganda. Incidentally, the Communist statements regarding the Anping incident which resulted in the death of three Marines and the wounding of twelve others were almost pure fabrication, deliberately representing a carefully arranged ambush of a Marine convoy with supplies for the maintenance of Executive Headquarters and some UNRRA supplies as a defense against a Marine assault. The investigation of this incident was a tortuous procedure of delays and maneuvers to disguise the true and privately admitted facts of the case.

Sincere efforts to achieve settlement have been frustrated time and again by extremist elements of both sides. The agreements reached by the Political Consultative Conference a year ago were a liberal and forward-looking charter which then offered China a basis for peace and reconstruction. However, irreconcilable groups within the Kuomintang, interested in the preservation of their own feudal control of China, evidently had no real intention of implementing them. Though I speak as a soldier, I must here also deplore the dominating influence of the military. Their dominance accentuates the weakness of civil government in China. At the same time, in pondering

the situation in China, one must have clearly in mind not the workings of small Communist groups or committees to which we are accustomed in America, but rather of millions of people and an army of more than a million men.

I have never been in a position to be certain of the development of attitudes in the innermost Chinese Communist circles. Most certainly, the course which the Chinese Communist Party has pursued in recent months indicated an unwillingness to make a fair compromise. It has been impossible even to get them to sit down at a conference table with Government representatives to discuss given issues. Now the Communists have broken off negotiations by their last offer which demanded the dissolution of the National Assembly and a return to the military positions of January 13 which the Government could not be expected to accept.

Between this dominant reactionary group in the Government and the irreconcilable Communists who, I must state, did not so appear last February, lies the problem of how peace and well-being are to be brought to the long-suffering and presently inarticulate mass of the people of China. The reactionaries in the Government have evidently counted on substantial American support regardless of their actions. The Communists by their unwillingness to compromise in the national interest are evidently counting on an economic collapse to bring about the fall of the Government, accelerated by extensive guerrilla action against the long lines of rail communications—regardless of the cost in suffering to the Chinese people.

The salvation of the situation, as I see it, would be the assumption of leadership by the liberals in the Government and in the minority parties, a splendid group of men, but who as yet lack the political power to exercise a controlling influence. Successful action on their part under the leadership of Generalissimo Chiang Kai-shek would, I believe, lead to unity through good government.

In fact, the National Assembly has adopted a democratic constitution which in all major respects is in accordance with the principles laid down by the all-party Political Consultative Con-

ference of last January. It is unfortunate that the Communists did not see fit to participate in the Assembly since the constitution that has been adopted seems to include every major point that they wanted.

Soon the Government in China will undergo major reorganization pending the coming into force of the constitution following elections to be completed before Christmas Day 1947. Now that the form for a democratic China has been laid down by the newly adopted constitution, practical measures will be the test. It remains to be seen to what extent the Government will give substance to the form by a genuine welcome of all groups actively to share in the responsibility of government.

The first step will be the reorganization of the State Council and the executive branch of Government to carry on administration pending the enforcement of the constitution. The manner in which this is done and the amount of representation accorded to liberals and to non-Kuomintang members will be significant. It is also to be hoped that during this interim period the door will remain open for Communists or other groups to participate if they see fit to assume their share of responsibility for the future of China.

It has been stated officially and categorically that the period of political tutelage under the Kuomintang is at an end. If the termination of one-party rule is to be a reality, the Kuomintang should cease to receive financial support from the Government.

I have spoken very frankly because in no other way can I hope to bring the people of the United States to even a partial understanding of this complex problem. I have expressed all these views privately in the course of negotiations; they are well known, I think, to most of the individuals concerned. I express them now publicly, as it is my duty, to present my estimate of the situation and its possibilities to the American people who have a deep interest in the development of conditions in the Far East promising an enduring peace in the Pacific.

Resignation of James F. Byrnes as Secretary of State

EXCHANGE OF LETTERS BETWEEN THE PRESIDENT AND MR. BYRNES

[Released to the press by the White House January 7]

April 16, 1946.

DEAR MR. PRESIDENT:

As you know on April 1, 1945, I retired as Director of the Office of War Mobilization. I thought I had earned the right to take a rest and do some of the things I had long wanted to do but could not do because of my public service.

Shortly thereafter President Roosevelt died and the responsibilities of the Presidency were suddenly thrust upon you. Because of our intimate friendship I offered my services to you. You told me you were going to appoint me Secretary of State and did so last July 3rd.

With the cessation of hostilities the problems of the peace necessarily became more important. Since that time they have steadily increased in number and in importance. I have found it necessary to work long hours six and at times seven days a week.

Last week I had a medical examination. I was advised that I must "slow down". I know myself. I cannot slow down as long as I hold public office, particularly the office of Secretary of State.

The only way I can comply with the advice of the Doctor is to resign. Therefore, I am tendering my resignation to take effect July first.

I select that date because there is a meeting of the Council of Foreign Ministers in Paris next week to be followed by a Peace Conference and it is impossible to tell how long those Conferences will continue. I think it my duty to attend those meetings. Again, by fixing July first, you will have time in which to select my successor.

Some weeks ago several newspapers published a story that I had resigned and you had selected my successor. You stated it was untrue. It certainly was untrue because we had never discussed the subject. I presume these newspapers now will state that their story was true, but I cannot be deterred from doing what I believe to be right simply because it may give the appearance of truth to that which is false.

In resigning, I wish to say that since I became

Secretary of State you have given me your wholehearted support. When I think of the controversial character of the problems that have confronted us, it is rather remarkable that we have never failed to agree as to foreign policies.

Recently I have been made happy by the increasing evidence that the people recognize and appreciate the skill and courage with which you are performing your duties. I know what a terrible task it is and I know too how much you deserve that appreciation.

I want to assure you that as a private citizen I shall give to you my hearty support,—not only because of my sincere affection for you personally, but because of my honest belief that your splendid administration of the office of President deserves that support.

Sincerely yours,

JAMES F. BYRNES

December 19, 1946.

DEAR MR. PRESIDENT:

On April 16 I submitted to you my resignation to take effect July first. I hoped by that date the Peace Conference would have concluded its deliberations and the work upon the five treaties with the satellite states would be completed.

When it became obvious that I was too optimistic as to the completion of the work upon the treaties, I told you I would continue until they were finally agreed upon.

Now that we have reached complete agreement and the treaties are scheduled to be signed February 10, I should like to be relieved.

I think it important that the change should be made at this time. We have scheduled for March 10 the meeting at Moscow when work will be started upon the German treaty and the Austrian peace settlement. That work will continue for many months and the Secretary who undertakes the task should be in office sufficiently far in advance of the conference to familiarize himself with the problems.

Therefore, I ask that my resignation become effective January 10 or as soon thereafter as my successor is appointed and qualified. I fix that date because the Senate will then be in session and the nomination of my successor can be sent to the Senate simultaneously with the announcement of my resignation.

I repeat what I said in my letter last April, that no man serving as Secretary of State could ask or receive greater support and encouragement than you have given me.

Sincerely yours,

JAMES F. BYRNES

[Released to the press by the White House January 7]
January 7, 1947.

MY DEAR JIM:

I have weighed carefully the considerations set forth in your letter of December 19, 1946, and in your letter of April 16, 1946, each emphasizing your desire to retire from the office of Secretary of State. Because I know how vital these considerations are, I must accede to your desire.

I accept therefore, with great reluctance and heartfelt regret, your resignation effective at the close of business on January 10, 1947, or upon the qualification of your successor.¹

I realize full well how arduous and complex have been the problems which have fallen to you since you took office in July, 1945. Big events were then impending and the months that have ensued have presented problems of the utmost moment, with all of which you have dealt with rare tact and judgment and—when necessary—firmness and tenacity of purpose.

Yours has been a steady hand as you have met the difficult problems which have arisen with such unvarying succession.

For all that you did during the war, and in the making of the peace, you have earned the thanks of the Nation. So I say: well done, in the hope that we can continue to call upon you for the counsel which you can give out of so rich and varied an experience.

With every good wish,

Very sincerely yours,

HARRY S. TRUMAN

"We Must Demonstrate Our Capacity in Peace"

BY SECRETARY OF STATE BYRNES¹

Twice in our generation the communities of America have learned that they are very much a part of the world when the world is at war. If we are to prevent war and build enduring peace, every community in America must realize that it is very much a part of the world when the world is at peace.

Our first task is to liquidate the war. We cannot think constructively about the building of lasting peace and about rising standards of life until we give the peoples of this world a chance to live again under conditions of peace. We cannot deal with the problems of a convalescing world until we get the patient off the operating table.

That is why President Truman and I at Potsdam two months after VE-day proposed to set up the Council of Foreign Ministers to start work upon the peace treaties as quickly as possible wherever possible.

That is why we have persistently urged since last winter that deputies should be appointed to

begin work upon the German and Austrian treaties.

After every great war the victorious Allies have found it difficult to adjust their differences in the making of peace. At the very outset grave differences between the Allies did arise in the work of the Council of Foreign Ministers. But we refused to abandon the principles for which our country stands. And we served notice that we would not retreat to a policy of isolation.

We made it clear that as anxious as we were to reduce the burden of occupation, America would not evade her responsibility. And we also made it

¹ Mr. Byrnes will continue to serve as Secretary of State until the administration of the oath of office to General Marshall.

² An address delivered before the Twenty-first Annual Institute of the Cleveland Council on World Affairs in Cleveland, Ohio, on Jan. 11, 1947, and released to the press on the same date.

January 19, 1947

clear that as long as our Allies maintained troops in Germany and Austria, the United States would maintain its troops in those countries.

We were determined to do our part to bring peace to a war-weary world and we have not sought any excuse, however plausible, for shirking our responsibilities.

The treaties with Italy and the ex-satellite states, as they emerged from months of protracted negotiation and debate, are not perfect. But they are as good as we can hope to get by general agreement now or within a reasonable length of time.

The treaties mark a milestone on the return to conditions of peace. The fact that the Allies have been able to agree upon these five treaties does give hope that they will soon be able to agree upon a treaty with Austria. That will make possible the removal of occupation troops from all European countries except Germany, and will give to millions of people relief from the burdens of occupying armies.

Agreement upon these treaties gives assurance too that the discussions of the German settlement will start under much more favorable conditions than seemed possible until last month.

During the year or more that these treaties were under discussion it was inevitable that the differences between the Allies should be emphasized, and at times exaggerated. On the other hand, during the war some of these differences were minimized and overlooked. But peace cannot be made by ignoring very real and basic differences and by pretending they do not exist.

By recognizing and bringing out into the open our differences and honestly seeking means of reconciling them, we have advanced and not retarded the cause of peace.

The discussions and debates in the Council of Foreign Ministers and in the Security Council during the past year caused a better understanding of our problems and contributed much to the substantial progress made at the recent Assembly of the United Nations.

But we would never have made the progress that we did during the last year if the American people had not been united on a foreign policy.

For the past year our foreign policy has not been the policy of a political party; it has been the policy of the United States.

And I am sure my Democratic friend Senator Connally would join me in saying that our bi-

partisan foreign policy was made possible only by the whole-hearted and intelligent cooperation of my Republican friend Senator Arthur Vandenberg.

I would issue a word of caution against excessive optimism and excessive pessimism.

We must not let ourselves believe that peace can be made secure by any one treaty or series of treaties, or by any one resolution or series of resolutions. And we must not let ourselves believe that the struggle for peace is hopeless because we cannot at once find ways and means of reconciling all our differences.

Nations, like individuals, differ as to what is right and just, and clashing appeals to reason may in the long run do more to avert a clash of arms than a lot of pious resolutions which conceal honest and serious disagreements.

Never before have the differences between nations been brought out into the open and so frankly discussed in public as they have during the past year in the Council of Foreign Ministers, the Security Council, and the General Assembly.

Of course it is true that public discussion emphasizes differences. But without such public discussion the people of the world who want peace would not know and understand the differences which arise between nations and which threaten the peace.

Wars may start not because the people want war, but because they want things that other people possess and will not give up without a fight. Full and frank discussion of such situations may avert armed conflict.

The struggle for peace is the struggle for law and justice. It is a never-ending struggle. Law and justice can be developed and applied only through living institutions capable of life and growth. And these institutions must be backed by sufficient force to protect nations which abide by the law against nations which violate the law.

If we are going to build a regime of law among nations, we must struggle to create a world in which no nation can arbitrarily impose its will upon any other nation. Neither the United States nor any other state should have the power to dominate the world.

The present power relationships of the great states preclude the domination of the world by any one of them. Those power relationships cannot be substantially altered by the unilateral

action of any one state without profoundly disturbing the whole structure of the United Nations.

Therefore, if we are going to do our part to maintain peace under law, we must maintain, in relation to other states, the military strength necessary to discharge our obligations.

Force does not make right, but we must realize that in this imperfect world, power as well as reason does affect international decisions.

The great states are given special responsibility under the Charter because they have the military strength to maintain peace if they have the will to maintain peace. Their strength in relation to one another is such that no one of them can safely break the peace if the others stand united in defense of the Charter.

We have joined with our Allies in the United Nations to put an end to war. We have covenanted not to use force except in defense of law. We shall keep that covenant.

As a great power and as a permanent member of the Security Council, we have a responsibility, veto or no veto, to see that other states do not use force except in defense of law. We must discharge that responsibility.

And we must realize that unless the great powers are not only prepared to observe the law but are prepared to act in defense of the law, the United Nations organization cannot prevent war.

In a world in which people do differ as to what is right and wrong, we must strive to work out definite standards of conduct which all can accept. We must develop and build through the years a common law of nations.

History informs us that individuals abandoned private wars and gave up their arms only as they were protected by the common law of their tribe and their nation. So I believe that in the long run international peace depends upon our ability to develop a common law of nations which all nations can accept and which no nation can violate with impunity.

In the past international law has concerned itself too much with the rules of war and too little with the rules of peace. I am more interested in ways and means to prevent war than in ways and means to conduct war.

Unless we are able to develop a common law of nations which provides definite and agreed standards of conduct such as those which govern decisions within the competence of the International Court of Justice and such as those which we hope

may be agreed upon for the control of atomic energy, international problems between sovereign states must be worked out by agreement between sovereign states.

The United States has taken the lead in proposing the control and the elimination from national armaments of atomic weapons and other weapons of mass destruction under agreed rules of law.

These rules of law must carry clear and adequate safeguards to protect complying states from the hazards of violations and evasions. They must be sufficiently definite and explicit to prevent a state that violates the law from obstructing the prompt and effective enforcement of the law.

If a nation by solemn treaty agrees to a plan for the control of atomic weapons and agrees that a violation of that treaty shall be punished, it is difficult for me to understand why that nation cannot agree to waive the right to exercise the veto power should it be charged with violating its treaty obligation.

In 1921 while a member of the House I advocated that the President call a conference for the limitation of naval armaments.

Later the President did call such a conference. What happened thereafter influences my thinking today. While America scrapped battleships, Japan scrapped blueprints. America will not again make that mistake.

We have urged a general limitation of armaments, but we are not going to disarm while others remain armed. And we should make certain that all governments live up to their agreements to disarm.

We have urged priority for the control of atomic weapons because they are the most destructive of all weapons, because we have been at work on the proposal for more than six months, and because it presents concretely the issue of international inspection and control. We are convinced that if there can be agreement on that subject, there can be agreement on the control of other major weapons and a general reduction of armaments.

But international law in a friendly, peaceful world must rest upon something more than mere rules, something more than force, and something more than fear. It must be made to rest upon the growth of a common fellowship, common interests, and common ideas among the peoples of this earth.

It was our fostering of a common fellowship that gave vitality to the good-neighbor policy in the Americas. It was a common fellowship which made the Act of Chapultepec possible.

We are eager to proceed with a negotiation of a mutual-assistance treaty in accordance with the Act of Chapultepec at the projected Rio de Janeiro conference. But we do not wish to proceed without Argentina and neither our Ambassador nor any official of the State Department is of the opinion that Argentina has yet complied with the commitments which she as well as the other American republics at Chapultepec agreed to carry out.

It is our earnest hope that before long there will be such reasonable and substantial compliance by Argentina with its obligations, that the American republics after consultation will convene the Rio conference.

A common fellowship does not mean that nations must in all respects think alike or live alike. Inevitably we will differ. But nations like individuals must respect and tolerate one another's differences.

Peace in this interdependent world must be something more than a truce between nations. To have peace, nations must learn to live and work together for their common good. We live in one world. The health of the body politic like the health of the human body depends upon the health of all its members.

We cannot whole-heartedly abandon the policy of political isolation unless we abandon the policy of economic isolation. We are not likely to be successful in our efforts to cooperate to prevent war, unless we are willing to cooperate to maintain freedom and well-being in a world at peace.

We must learn to cooperate so that the people of each country may exchange the products of their country easily and fairly with the people of other countries.

Although our general long-run purpose is to help raise the living standard, the immediate problem during the last two years in some areas has been to maintain life itself.

Economic distress, starvation, and disease breed political unrest, tyranny, and aggression. If we are sincere in our efforts to maintain peace, we must do our part to assist in the elimination of conditions which breed aggression and war.

If we want people to value freedom and respect

law we must at least give them a fair chance to feed, clothe, and shelter themselves and their families.

The war has devastated many countries and disrupted their economies. UNRRA has helped these countries through their most critical period. Its authority is terminated but some countries through no fault of their own will require further relief to get upon their feet. And this we must not deny them.

Outright relief by us is necessary in some countries. But the countries in need and the extent of the need can be determined by the United States just as well as it could be determined by a committee composed of representatives of other governments.

A permanent place on the relief rolls is not the desire of those self-respecting nations which have fought for their freedom. But much of their productive capacity has been destroyed, and they have no working capital in the form of foreign exchange to start the flow of needed raw materials.

They do need loans to secure the raw materials, capital, equipment, and tools necessary to rebuild and resume their ability to produce. The work of the International Bank, the International Monetary Fund, and our own Export and Import Bank must continue to have our whole-hearted support.

Despite the ravages and destruction of the war, the advances of science make it possible for us and other nations to preserve and increase our living standards if we work together with other nations to produce what we and other nations want and need.

We must learn that prosperity like freedom must be shared, not on the basis of hand-outs but on the basis of fair and honest exchange of the products of the labor of free men and free women.

We believe that there should be no unnecessary barriers to the free exchange of ideas and information among nations. But it is unrealistic to expect to have trade in ideas if we are unwilling to have trade in goods.

We must do our part to break down the artificial barriers to trade and commerce among nations. We must pursue vigorously our reciprocal trade policies which are designed to expand American trade and world trade because the world

(Continued on page 104)

ACCOMPLISHMENTS OF THE COMMISSION ON NARCOTIC DRUGS

by George A. Morlock

Forward strides were taken to solve the narcotics problem when the Commission on Narcotic Drugs of the United Nations, meeting last fall, recommended world-wide prohibition of the use of smoking opium, the establishment of effective narcotics controls for all Germany, and the incorporation in the peace treaties with Japan of narcotics-control measures to be supervised by United Nations inspectors.

The Commission on Narcotic Drugs of the United Nations held its first session at Lake Success, New York, from November 27 to December 13, 1946. It made decisions on a number of organizational matters and other general matters relating to the limitation of the production of raw narcotic materials, the abolition of opium-smoking, the illicit traffic, drug addiction, the re-establishment at the pre-war level of the international control of narcotic drugs, and the control of narcotics in Japan and Korea.

The following representatives and assistants were present:

Canada: Col. C. H. L. Sharman.

China: P. C. Chang; Szeming Sze; T. H. Liu.

Egypt: Mohamed Amin Zaki; Amin Ismail.

France: Gaston Bourgois.

India: H. Greenfield; N. Sundaresan; H. N. Tandon.

Iran: Nazrollah Entezam; A. G. Panahy.

Mexico: José Quevedo Bazan.

Netherlands: J. H. Delgorge; A. Kruysse.

Peru: Jorge A. Lazarte.

Poland: Stanislaw Tubiasz.

Turkey: Fikret Belbez.

United Kingdom: Maj. W. H. Coles.

United States: H. J. Anslinger; George A. Morlock; John W. Bulkley; Julia H. Renfrew.

Union of Soviet Socialist Republics: Vassily Zuev.

Yugoslavia: Stane Krasovec.

Col. C. H. L. Sharman (Canada) was elected chairman, Stanislaw Tubiasz (Poland), vice chairman, and Szeming Sze (China), as rapporteur.

In accordance with the resolution of the Economic and Social Council of February 16, 1946, the Commission decided to invite the Permanent Central Opium Board and the Drug Supervisory Body to send representatives to the meetings of the Commission. Herbert L. May, president of the Permanent Central Opium Board and a member of the Drug Supervisory Body, attended the meetings in a consultative capacity.

Agenda¹

Among the topics included in the agenda were: Invitation to be Sent to the Permanent Central Opium Board and to the Supervisory Body Asking Them to be Represented at the Session; Gen-

¹ U.N. document E/C.S.7/2 Rev.2

eral Discussion on the Commission's Terms of Reference; Transfer to the United Nations of the Activities, Powers and Functions Previously Exercised by the League of Nations; Limitation of the Production of Raw Materials (Opium and Coca Leaf); Abolition of Opium-Smoking in the Far East; Illicit Traffic; Drug Addiction; Procedure to be Followed in Making Future Appointments to the Permanent Central Board; The Re-establishment at its Pre-war Level of the International Control of Narcotic Drugs.

Henry Laugier, Assistant Secretary General in Charge of the Department of Social Affairs, United Nations, opened the session emphasizing the principle of universality of international control of narcotic drugs. He stated that the United Nations would insure the permanence and continuity of the control work and that the Secretariat would give all possible assistance to the Commission on Narcotic Drugs, whose duty it was to safeguard the results already achieved.

Protocol

On December 11, 1946 the representatives on the Commission attended a ceremony at which the representatives of 36 countries signed a protocol which had been approved by the Economic and Social Council on October 3, 1946 and by the General Assembly on November 19, 1946, providing for the transfer to the United Nations of the powers and functions exercised by the League of Nations under the international drug conventions. A resolution² taking note of the protocol was formally adopted:

THE COMMISSION ON NARCOTIC DRUGS

NOTING the measures adopted by the General Assembly, the Economic and Social Council and the Secretary General with a view to insuring the transfer to the United Nations of the powers and functions formerly exercised by the League of Nations under the Agreements, Conventions and Protocols on narcotic drugs;

DESIRES to record its thanks to the General Assembly and the Economic and Social Council for having taken these measures and to the Secretary General for having rapidly and effectively taken all steps required to insure the continuity of the international control of narcotics;

WELCOMES the large number of Members of the United Nations who have signed the Protocol of the 11th December 1946;

EXPRESSES the hope that the Members of the United

Nations who have signed the Protocol, subject to approval or approval followed by acceptance, will approve, or approve and accept it as soon as possible, and that the Members of the United Nations who have not already taken steps to become Parties to the said Protocol will do so at an early date; and

DRAWS the attention of the Economic and Social Council to the fact that a certain number of Parties to the International Agreements, Conventions and Protocols on narcotic drugs are not Members of the United Nations, and requests it to consider the measures necessary to insure at an early date their participation in the Protocol of the 11th December 1946.

Budget

The Commission considered the desirability of insuring to the Commission and to the Secretary General adequate funds to carry out its obligations and adopted a resolution³ embodying its convictions:

THE COMMISSION ON NARCOTIC DRUGS

CONSIDERING that the Economic and Social Council, the Commission on Narcotic Drugs and the Secretary General have to fulfil formal and numerous obligations arising out of the international Agreements, Conventions and Protocols on Narcotic Drugs and out of the decisions of the General Assembly and the Economic and Social Council;

CONSIDERING that the international control of narcotic drugs has been partially interrupted by the war and that its full re-establishment is a matter of urgency;

CONSIDERING that the preparatory work for the limitation of the production of raw materials (opium, coca leaf) must be resumed as soon as possible;

EXPRESSES its conviction that the Economic and Social Council and the General Assembly will supply the Commission and the Secretary General with all the means required with a view to enabling the United Nations to carry out their obligations in the field of narcotic drugs.

Election of Members of Permanent Central Opium Board

Acting on a resolution of the Economic and Social Council of October 3, 1946, the Commission decided to recommend that the Economic and Social Council should follow the procedure successfully followed by the Council of the League of Nations in making appointments to the Permanent Central Opium Board. The Commission expressed the view that the present vacancy on the Board should be filled as soon as possible, and authorized the chairman, the vice chairman, and the rapporteur to forward to the Economic and Social Council on its behalf one or more nominations of persons qualified to fill that vacancy.

² U.N. document E/C.S.7/55, p. 4.

³ U.N. document E/C.S.7/55, p. 7.

Narcotic Raw Materials

After reviewing the world situation regarding the production of narcotic raw materials and the work already accomplished in this field by the Opium Advisory Committee of the League of Nations, the Commission unanimously adopted the following resolution:⁴

THE COMMISSION ON NARCOTIC DRUGS

RECOGNIZING the importance of bringing as speedy a solution as possible to the problem of limitation of production of raw materials from which narcotic drugs are manufactured;

NOTING the preparatory work previously accomplished in this field;

EXPRESSING its appreciation of the efforts of both the Executive and Legislative branches of the United States Government during the war to ensure the continuity of this work with the object of arriving at a solution of this problem; and

REALIZING on the other hand that changed circumstances render it necessary to collect further information in order to continue the preparatory work preliminary to an international conference on the limitation of such raw materials;

DECIDES,

Subject to the approval of the Economic and Social Council to issue to Governments concerned a questionnaire calling for such information, this questionnaire now to be prepared by the Secretariat in the light of the views expressed during the present session of the Commission and after the approval by the Chairman, Vice Chairman and Rapporteur

To INSTRUCT the Secretariat to draw up a questionnaire on coca leaves for consideration by the Commission at its next session.

Smoking Opium

The representative of India informed the Commission that the Government of India had announced on November 20, 1946 that opium-smoking would be prohibited in British India for all persons except those addicts in possession of medical certificates and that the Indian States were being approached with a view to their adopting similar measures. The representative of the United Kingdom reported that the Government of Burma had decided to enact legislation making illegal the smoking of opium and the possession of implements for this purpose, and that the Government of Burma has also decided to abolish the system of licensing shops in Burma and are making administrative arrangements for the control of the issue of opium for medicinal, quasi-medicinal, and scientific uses, and for religious and ceremonial purposes.

Following these disclosures, the United States representative read a prepared statement.

From the time the Government of the United States took the initiative in bringing about the first international conference on the subject of narcotic drugs, which was held in Shanghai in 1909, and proposed the convening of the international conference which resulted in the opium convention signed at The Hague on January 23, 1912, it has been the consistent policy of our Government to cooperate with other nations in the control of the legal trade in these dangerous drugs and in international efforts to suppress their abuse. At those and subsequent conferences representatives of the Government of the United States have clearly stated that the policy of the United States Government is to limit the production and manufacture of narcotic drugs strictly to medicinal and scientific requirements and to consider use for any other purpose as abuse. This policy is incorporated in the laws of the United States, which prohibit the use of prepared opium. The same policy has been pursued wherever the jurisdiction of the United States Government has extended. For example, shortly after our assumption of control over the Philippine Islands, Congress enacted legislation prohibiting the importation of opium in the Philippines except for medicinal purposes.

The Government of the United States has on every appropriate occasion endeavored very earnestly to induce other governments to accept the doctrine that the use of opium should be restricted to medicinal and scientific purposes. A number of governments have signified their acceptance of this principle, but unfortunately some countries have not found it possible, owing to special circumstances, to eliminate completely the use of opium for smoking and eating.

For the purpose of assisting in formulating a policy which the United States Government and other interested governments might adopt as regards the suppression of the smoking of prepared opium in areas then held by Japanese forces in the Far East after the successful termination of the war with Japan, meetings for informal discussion of this subject were held in Washington in the winter of 1942-43.

As it appeared from those discussions that it might be possible for the interested governments to agree on a common policy of action to suppress the use of smoking opium in the Far East, the Gov-

⁴ U.N. document E/C.S.7/55, p. 11.

ernment of the United States decided to bring the subject formally to the attention of those governments. On September 21, 1943 *aide-mémoire*⁵ were delivered in Washington to the Chinese and Netherlands Ambassadors, the Minister of Portugal and the British Chargé d'Affaires, while copies of the *aide-mémoire* to the British Chargé d'Affaires were sent to the Minister of Australia and to the Chargé d'Affaires ad interim of Canada and of New Zealand.

In this *aide-mémoire* the United States Government stated that the policy to be pursued by all American expeditionary forces under American command upon occupation of a part or the whole of any one of the territories occupied by Japanese forces would be to seize all drugs intended for other than medical and scientific purposes, which might be discovered, and to close existing opium monopolies, opium shops, and dens. The Government of the United States proposed to the interested governments that consideration be given to the question of adopting a similar common policy to govern the action of expeditionary forces under allied command. The United States Government further proposed that the interested governments immediately upon the resumption of control over a part or the whole of any one of their territories then occupied by the Japanese take all measures and enact all legislation necessary for the prohibition of the importation, manufacture, sale, possession or use of prepared opium and other dangerous drugs except for medical and scientific purposes.

The British, Chinese, French, and Netherlands Governments subsequently announced their intention to suppress the use of smoking opium in their Far Eastern territories then occupied by Japanese forces, as soon as those territories should be recovered. In 1945 and 1946 orders were issued closing the opium monopolies and suppressing the use of smoking opium in Hong Kong, Borneo, Singapore, and the Union of Malaya. The Colonial Government of Macao issued a proclamation closing all opium-smoking establishments and all traffic in opium effective June 26, 1946. The Federal Government of Indochina on June 12, 1946 issued an ordinance prohibiting the use of opium and closing all opium shops and opium-smoking dens.

⁵ BULLETIN of Dec. 29, 1946, p. 1165.

⁶ U.N. document E/C.S.7/55, p. 15. [This resolution was approved by the Commission unanimously.]

In harmony with these measures, the Government of Iran on June 21, 1946 published an order prohibiting the non-medical use of opium.

In view of these important developments, my Government has authorized me to introduce the following resolution:⁶

THE COMMISSION ON NARCOTIC DRUGS

TO FULFIL the stipulation embodied in Article 6 of the international drug convention signed at The Hague on 23 January 1912 concerning the suppression of the manufacture, internal traffic in and use of prepared opium;

CONSIDERING that the Governments of the United Kingdom, France, the Netherlands and Portugal had decided to adopt the policy of complete prohibition of opium smoking in all their territories in the Far East and had taken measures to give effect to this policy;

RECOMMENDS that the Economic and Social Council urge all countries which still legalize the use of opium for smoking to take immediate steps to prohibit the manufacture, internal traffic in and use of such opium.

Illicit Traffic

A detailed study was made of the illicit traffic in narcotic drugs. A review of the world situation for the period 1940-45, prepared at the request of the Secretariat by John W. Bulkley of the United States Treasury Department, disclosed that India, Iran, Turkey, and Mexico were centers of illicit traffic in opium; Mexico, in prepared opium, morphine, heroin, and marihuana; and Syria, in hashish.

Drug Addiction

The Commission examined many aspects of the problem of drug addiction. The United States representative reported a large decrease in addiction in the United States, owing to the international control system which has been developed since 1925. He stated that the records of the United States Army disclose that there was one addict in 1,500 men examined during World War I and only one in 10,000 men examined during the World War II. The Mexican representative reported that Mexican physicians were of the opinion that the use of marihuana produced no ill effects. The United States representative cited a number of cases and quoted from several acknowledged authorities to support his contention that there was a definite relation between the use of marihuana and crime. The representative of India stated that the effect of *cannabis sativa* in his country depended generally on the nature and psychological predisposition of the individual and that on the whole the Indians were moderate in

their use of ganja and bhang. The representative of the United States drew attention to the habit-forming properties of the synthetic drug, demerol, and the need for its control. He also made reference to a new synthetic drug called "amidone", which is being withheld from the market pending a study of its addictive potentialities. The chairman (representative of Canada) stated that, pending international action, every country should be urged to take action immediately for the control of new narcotic drugs.

Reestablishment of Controls

In order to reestablish the international control of narcotic drugs at the pre-war level, the Commission decided to request Governments, which have not already done so since the termination of the war, to furnish information on the functioning of their national narcotics administrations and to resume their collaboration with the international control organs. The Commission also decided that the final date for sending in annual reports should be June 30.

The representative of the United States made the following statement regarding the narcotics situation in the United States zone of occupation in Germany:

Narcotic control in the United States zone in Germany was initiated in December 1945. It is exercised through Opium Offices established in each of the three Länder in the zone. They function under the Minister President and are located in the Interior Ministry, Public Health Department. So far as possible all of the reports required by the former Opium Offices have been reestablished, and copies are furnished to the United States Military Government. The German law of 1929 governing the control of narcotic drugs was reestablished with certain changes by Military Government regulations. The manufacture and sale of heroin have been abolished, the importation of narcotics into the zone from outside Germany has been prohibited, and shipments from the zone for exportation from Germany without the approval of the Chief of the Public Health Branch are prohibited. Inventories required of persons authorized to handle narcotics are being received according to the provisions of the law. Administration of the Opium Offices is entirely in the hands of the German officials, but their activities are supervised by the chief narcotic-control

office of Military Government. All interzonal transactions are examined by Military Government, and none are made without approval of that Office. While each of the Opium Offices is a separate unit, uniformity is achieved by monthly meetings of the chiefs at which the narcotic control officer is present.

Statistics on addiction are being collected, and information on this subject will be kept in the files of the three Opium Offices. There are indications that large quantities of narcotics scattered by bombings and left behind by the retreating German armies are in the hands of unauthorized individuals at the present time and will eventually reach the black market. The reestablishment of the inspection system has revealed an increase in the number of addicts, particularly among professional people. There is a desire on the part of the authorities to provide institutional treatment for addicts, but there is a shortage of facilities for such treatments.

In the United States zone inventories submitted on April 30, 1946 disclosed adequate stocks of narcotics, as follows:

	Kilograms
Opium, raw and powdered	14, 000
Morphine base	1, 200
Morphine hydrochloride	200
Morphine, raw	1, 600
Tincture of opium	2, 000
Codeine	1, 000

These figures are believed to be correct within 10 percent. Supplies of other narcotics were in proportion. Control of the collection of poppy straw was undertaken by the German Land Agricultural Office, and the allocations of the capsules were supervised by the Opium Offices. Surpluses, if any, were to be disposed of by sale to licensed producers in other zones. It was found that production facilities were not disrupted by the war and that the United States zone could supply all of Germany with synthetic narcotics. Transactions with the other occupation zones have been permitted in order to meet demands for narcotics for medicinal purposes. During the month of July, arrangements were made to supply the city of Berlin with narcotics, of which there was an acute shortage. The first shipment was made in August in the amount of 55,000 Reichsmarks to the United States Medical Depot, Berlin District. The narcotics were purchased by the Berlin Health Department which supervised sales to dealers

throughout the city. Owing to differences in the interpretation of the German opium law of 1929 and administrative difficulties arising from the division of Germany, the distribution of drugs is entirely inadequate. There are shortages in some areas and surpluses in others. Contributing factors are lack of transport and communication.

The development of the control system has been slow and difficult. Each of the three Land Opium Offices had to be staffed by inexperienced personnel, and an inspection service had to be reestablished. After much painstaking work on the part of the American authorities, an adequate supply of narcotics in the United States zone is being assured and the illegal traffic and drug addiction are being kept at a minimum. Efforts are being made for close cooperation between the regulating officials and the local police in connection with the investigation of violations of the narcotic laws. Arrangements have been made to obtain police reports of all violations.

Enforcement is improving rapidly as a result of activities of the Public Health and Public Safety branches of Military Government. In Bavaria, for instance, arrests in May 1945 numbered 2 and in June 1946 they numbered 121.

On the whole the control system in Germany is unsatisfactory. In order to improve the situation the United States Delegate submitted a proposal to the Allied Health Committee for the establishment of a Narcotics Control Working Party, as follows:

1. . . . It is proposed that a Working Party be appointed to study the question of collecting certain statistics on narcotic drugs with a view to providing such statistics eventually to competent authorities designated by United Nations. Such statistics would be concerned with:

(a) Facilities for the production of narcotic drugs in Germany.

(b) Amounts of narcotic drugs required for medical use within Germany.

(c) Quantities of narcotic drugs currently in the hands of legitimate dealers in Germany.

(d) Whatever other information the Working Party may deem essential to the problem of narcotic control.

2. In the belief that such statistics can best be collected by German civil authorities acting un-

der authority of the German opium law of 1929 and subsequent provisions, it is further proposed that this law be studied by the Working Party in order to make recommendations for:

(a) Changes necessary to adapt said law to present circumstances.

(b) The establishment of qualified German civil agencies of uniform structure throughout the zones of occupation to regulate trade in narcotics under the law.

(c) The establishment of facilities for gathering and exchanging information for the suppression of illicit traffic in narcotics.

(d) The establishment of a control office for the collection and distribution of the required information.

3. Because of existing variations among the zones in the enforcement of the aforesaid German opium law, it is believed that the present distribution of narcotics is inefficient and inequitable. In those areas where drugs are needed for legitimate purposes and are not available, great hardship is caused. It is therefore further proposed that the Working Party prepare recommendations which will facilitate:

(a) The distribution of narcotic drugs for medical or scientific needs *within* the zones.

(b) The legitimate trade in narcotics *between* the zones.

It is further proposed that the Working Party make recommendations for the reestablishment and, where necessary, the expansion of facilities for the rehabilitation and cure of addicts by German civil agencies, and for the collection of statistics relative to the incidence of addiction in Germany.

This proposal was considered at a meeting held on September 11, 1946 at Berlin. The Allied Health Committee, after discussing the proposal, agreed (a) that a Working Party be set up; (b) that the terms of reference of the Working Party will be to consider and submit to the Health Committee proposals for the revision of the German opium law of 1929 with a view to adapting it to present circumstances as envisaged in the United States proposal; and (c) that, with the exception of the British member whose name will be submitted later, the composition of the Work-

ing Party will be: United States of America, Mr. Giuliani; Union of Soviet Socialist Republics, Mr. Karpov; and France, Mr. Vergougnon. It was agreed that the first meeting would take place on September 23, 1946. The establishment of a Working Party is gratifying.

The establishment of a Central Agency for narcotics control in Germany under quadripartite supervision, however, would greatly promote efficiency in the control of the traffic in narcotics, thereby reducing addiction and illicit traffic. A tight control system in Germany would remove the possibility of Germany's becoming a potential source of addict infection of other countries.

The cultivation in Germany of vast areas of opium poppies from which morphine can be illicitly extracted, the rise and expansion of black markets in every type of consumer goods, the division of the country into zones and Berlin into sectors, all contribute to making impossible the fulfilment of the international drug conventions.

It is suggested that each occupying Power, pending the establishment of centralized controls,

(1) Secure the most uniform, effective, and centralized controls possible within their respective areas of responsibility;

(2) Designate an official to supervise those activities within the respective areas and to act as liaison officer with the Commission on Narcotic Drugs and with each other;

(3) Arrange for the direct and prompt exchange of information between such officials, and for the prompt transmission to the Commission on Narcotic Drugs of pertinent information regarding illicit traffickers, seizures of contraband drugs, and potential violations connected with traffic across national boundaries or between the respective zones of occupation; and

(4) Report to the Commission on Narcotic Drugs and to each other (a) the identity of the officer so designated, (b) the stocks of narcotics found to be available for the civilian population and the requirements which must be met, (c) the quantities of each drug which will be required to be imported into the respective areas from outside the country or from other zones, and (d) the circumstances under which such imports will be permitted and the official titles and addresses of the persons authorized to approve them.

The following resolution⁷ proposed by the representative of the United States and amended by the representative of the Union of Soviet Socialist Republics was then adopted unanimously:

THE COMMISSION ON NARCOTIC DRUGS

DESIRING

To ESTABLISH a narcotic control organization which will ensure adequate supplies of narcotic drugs for the medicinal and scientific requirements of Germany,

To PREVENT illicit traffic in narcotic drugs,

To REDUCE addiction, and

To ENSURE the full application in German territories under Allied Control of all narcotics conventions and the execution by the Allied Control Authorities of all obligations thereunder towards the other Parties to these Conventions and the international control organs (the Commission on Narcotic Drugs of the United Nations, the Permanent Central Opium Board and the Supervisory Body),

REQUESTS the Economic and Social Council to urge the Governments of France, the United Kingdom, the Union of Soviet Socialist Republics and the United States to recommend to the Allied Control Authority to take the necessary measures, at the earliest possible moment, for the establishment of an effective control of narcotics for all Germany.

The United States representative made a report in regard to conditions in Japan concerning narcotic drugs, reading:

The United States Military Government in Japan found that opium was produced in limited quantities in Japan proper, Formosa, Korea, and quite extensively in Manchuria. This report deals with Japan proper. The opium produced in Japan proper was collected by a government monopoly agency, the Tokyo Hygienic Laboratory, and by it distributed to the other monopoly agency at Osaka and to the five privately owned opium factories.

No complete figures of opium production are available in as much as these were kept at the Tokyo Hygienic Laboratory and are alleged to have been destroyed by bombings in 1945.

Figures available at the five factories indicate that, exclusive of the quantities used at the Tokyo and Osaka Monopoly Agencies, 193,447.514 kilograms were distributed between 1930 and 1945.

No information is available from which conclusions as to the probable quantities used at the Tokyo and Osaka plants can be safely drawn. Coca leaves were not produced in Japan proper

⁷ U.N. document E/C.S.7/55, p. 25.

although large quantities were produced in Formosa.

There were six factories in Japan proper manufacturing narcotic drugs from opium and raw morphine:

1. Tokyo Hygienic Laboratory, which produced codeine phosphate.
2. Osaka Hygienic Laboratory, which produced medicinal opium.
3. Hoshi Pharmaceutical Company Industries Limited, which produced heroin hydrochloride and morphine hydrochloride.
4. The Takeda Pharmaceutical Industries Limited, Tokyo, which produced narcopon and morphine hydrochloride.
5. Sankyo Company, Limited, Tokyo, which produced heroin hydrochloride and morphine hydrochloride.
6. The Dai Nippon Pharmaceutical Company, Limited, Osaka, which produced heroin hydrochloride and morphine hydrochloride.

There were five factories producing cocaine from coca leaves procured from South America, Okinawa, and Formosa, and from crude cocaine procured from Formosa:

1. Hoshi Pharmaceutical Company, Limited, Tokyo.
2. Sankyo Company, Limited, Tokyo.
3. Koto Pharmaceutical Manufacturing Company, Shizuoka Prefecture.
4. Takeda Pharmaceutical Industries, Limited, Osaka.
5. The Shionogi Pharmaceutical Company, Limited, Osaka.

The total production of heroin hydrochloride from 1930 through 1944 was 13,798.830 kilograms, or an average of 919.922 kilograms a year.

The total production of morphine hydrochloride from 1930 through 1945 was 14,391.533 kilograms, or an average of 899.471 kilograms a year.

The total production of cocaine hydrochloride from 1930 through 1945 was 16,851.057 kilograms, or an average through 1944 of 1123.404 kilograms a year.

The Hygienic Laboratories at Tokyo and Osaka were government-owned and -operated. The privately owned factories were licensed annually by the Central Government. Factories were required to submit quarterly reports of raw materials proc-

essed and production therefrom. There was no limitation as to quantities of narcotic drugs they could sell, and no records or reports of sales were required. There was no governmental inspection or supervision of these plants.

Jobbers and wholesalers were not licensed by the Central Government but obtained authorization annually from the Governor of each prefecture to deal in narcotic drugs. They were not required to submit reports as to their purchases, sales, or inventories. This careless system accounted for large-scale diversion.

Any physician or pharmacist duly licensed by the Ministry of Health and Social Affairs to engage in his respective profession was *ipso facto* authorized to purchase, sell, or dispense narcotic drugs. No further annual registration was necessary. He was not required to maintain records of his purchases, sales, or inventories.

No periodical inspection or supervision of manufacturers, wholesalers, physicians, or pharmacists was carried out. There was, therefore, no organized control over distribution.

No effort was made by the manufacturers and wholesalers to safeguard their crude and finished narcotic-drug stocks. These drugs were stored in unprotected rooms with glass, paneled, or thin wire screen doors, with cheap locks which could be easily forced. Crude and processed drugs were scattered throughout the laboratories, and in the largest plant in Japan women were seen preparing packages of morphine under open sheds in the yard.

This situation has been corrected by the installation of brick storage vaults, heavy steel doors, and dial combination locks.

The officials of the Japanese Government and the manufacturers maintained that their production merely equaled their consumption and that the narcotic drugs they produced were only sufficient to meet their legitimate medical needs.

No authentic figures were available as to the number of addicts in Japan proper; however, it has been disclosed that the number is probably considerably greater than the reports of Japanese officials have led us to believe.

A raid on a Geisha House during the summer of 1946 disclosed that 4 of the 7 inmates were addicted. Some addicts have been found who require 10 grains morphine daily. One addicted

practitioner recently arrested had been posing as a narcotic official in order to gain access to narcotic supplies and had thus robbed 17 hospitals during a 3-month period.

A directive, issued October 12, 1945, prohibited the growth and planting of narcotic-drug plants or seeds and the importation, exportation, and manufacture. It also froze all marihuana and heroin stocks and ordered that all records be preserved and maintained.

A directive, issued November 2, 1945, ordered the seizure of all heroin and its derivatives and preparations and made it unlawful for the Japanese to possess, transport, or sell it.

A directive, issued January 22, 1946, ordered the establishment of an effective narcotic control.

The American armed forces in Japan seized the following amounts of crude and finished narcotic drugs as of January 19, 1946:

	Kilograms
Crude opium	47,838
Medicinal opium	620
Morphine hydrochloride	1,235
Morphine sulphate	15
Crude morphine	871
Coca leaves	14,500
Crude cocaine	888
Cocaine hydrochloride	775

Seizure reports will be submitted.

Eight Japanese were arrested in April 1946 and later convicted of an attempt to smuggle into Japan approximately seven tons of opium which had been removed from army stocks in Manchuria.

There was no central authority for the suppression of the illicit traffic, and the maximum sentence under the Home Ordinances was three months. The situation was corrected, on June 19, 1946, by the enactment of narcotic legislation similar to the American narcotic law which provides for annual registration, monthly reports, sales by means of order forms or prescriptions, et cetera. The penalty was increased to five years. As of July 19, 1945, 77,311 were already registered under the provisions of the new Act. Enforcement in charge of an American official is being carried out by approximately 200 native inspectors. Courts are now meting out five-year sentences, which inaugurates a new era in narcotic enforcement in Japan. Stocks have been inventoried and those held by registrants have been leveled off to a six-month supply.

The Japanese Government wilfully violated its treaty obligations. It has been definitely established from a survey of the production records of the drug factories and interviews with officials that the Japanese Government knowingly submitted to the Permanent Central Opium Board false and fraudulent reports, grossly understating and thereby concealing their actual production of narcotic drugs, particularly heroin.

Two sets of records were maintained by the Japanese Government, one false, which was furnished the Board, and another containing true production figures. One official, when questioned regarding these records, stated this falsification was done "to save the face of Japan". The official was removed from office by the Japanese Government at the direction of the Military Government.

A comparison of true production of heroin with the quantities reported to the Board during the years 1937 and 1938 is as follows:

Quantity Reported to Board	Actually Produced
Kilograms	Kilograms
1937 200	1673.965
1938 200	1392.469

On October 27, 1937, the Japanese Government, through Eiichi Baba, Minister of Home Affairs, issued Directive No. 29, marked "Most Secret" directing certain drug manufacturers to produce stipulated quantities of heroin hydrochloride and morphine hydrochloride for the Manchurian Government. Quoted are articles (1) and (5) of the Directive.

(1) To enforce the Monopoly of narcotic drugs in Manchuria, the production for the necessary amount to be supplied to the Monopoly Bureau of that said country is approved.

(5) Extreme secrecy is to be maintained concerning these productions and storings.

In compliance with this directive, between October 1937 and August 1938, 1,199,600 kilograms of heroin hydrochloride and 300 kilograms of morphine hydrochloride were produced in Japan and shipped to the Opium Monopoly Bureau, Army Arsenal, Mukden, Manchuria. The raw morphine for the production was furnished by the Formosa Government. Neither the production nor the shipments of the heroin hydrochloride or of the morphine hydrochloride were reported to the Permanent Central Opium Board by the Japanese Government. This vividly demonstrates the need for inspection by an international body if treaties controlling a commodity are to be effective.

The Permanent Central Opium Board which met in London during October of this year stated :

It is evident that the American occupying authorities have taken great interest in the control of narcotics and have taken especial care to establish a strict centralized supervision. The Board desires to express its appreciation to the military authorities responsible at Pacific Headquarters for their work . . .

The United States representative also read a statement regarding the indictment of certain Japanese for war crimes, as follows:

The indictment, presented to the International Military Tribunal for the Far East, charges 28 high Japanese officials with certain war crimes. During the whole period covered by the indictment, successive Japanese Governments, through their military and naval commanders and civilian agents in China and other territories which they had occupied or designed to occupy, pursued a systematic policy of weakening the native inhabitants' will to resist by atrocities and cruelties, by force and threats of force, by bribery and corruption, by intrigue among local politicians and generals, by directly and indirectly encouraging increased production and importation of opium and other narcotics, and by promoting the sale and consumption of such drugs among such people. The Japanese Government secretly provided large sums of money, which, together with profits from the government-sponsored traffic in opium and other narcotics and other trading activities in such areas, were used by agents of the Japanese Government for all the above-mentioned purposes. At the same time, the Japanese Government was actively participating in the proceedings of the League of Nations Committee on Traffic in Opium and Other Dangerous Drugs and, despite her secret activities above-mentioned, professed to the world to be cooperating fully with other member nations in the enforcement of treaties governing traffic in opium and other narcotics to which she was a party.

This participation in and sponsorship of illicit traffic in narcotics was effected through a number of Japanese governmental organizations such as the Manchurian Affairs Board, the China Affairs Board, and the Southern Region Affairs Board, which were combined in 1942 to form the Greater East Asia Ministry, and numerous subsidiary organizations and trading companies in the various

occupied and so-called independent (puppet) countries which were operated or supervised by senior officers or civilian appointees of the Army and the Navy.

Further, revenue from the above-mentioned traffic in opium and other narcotics was used to finance the preparation for and waging of the wars of aggression set forth in the indictment and to establish and finance the puppet governments set up by the Japanese Government in the various occupied territories.

The representative of the United States also furnished the Commission with the following information concerning the narcotics situation in the United States occupied zone in Korea:

Prior to 1921 opium was grown freely and sold freely in Korea. In 1921 the Korean Government ordered farmers to cultivate opium poppies and licensed opium poppy farmers. The Government collected and analyzed the opium and sold it on contract to the Taisho Drug Company of Seoul, Korea, which used it to manufacture morphine, medicinal opium, and other opium products. Distribution of these products was made by the Taisho Drug Company.

In 1929 the Taisho Drug Company illegally exported morphine to Manchuria, as a result of which their contract was canceled and the drug company closed. The Korean Government then undertook the manufacture of morphine, medicinal opium, and other opium products and opened a factory in Seoul, Korea, for this purpose. In 1938 a factory for collecting and analyzing opium was opened in Northern Korea at Hamhung. In April 1943 the factory at Hamhung was moved to Seoul and consolidated with the factory in Seoul, the combined factories being known as the Monopoly Bureau Medicinal Drug Factory.

The cultivation and collection of opium showed a rapid increase between 1920 and the present time, as shown by the following figures taken from available records:

	Kilograms
1920	154. 35
1930	1, 399. 9
1935	18, 160. 4
1941	50, 734. 8
1943	39, 433. 0

The amount of opium collected was augmented by opium confiscated by the authorities, which also

increased rapidly as indicated by the following figures taken from available records:

	Kilograms
1926	139
1935	732
1940	1,883
1944	5,296

The factory at Seoul manufactured morphine, heroin, and medicinal opium. A small amount of codeine was manufactured in 1945. Some of the heroin manufactured was used in Korea, but most of it was exported to Manchuria. All the medicinal opium manufactured was used in Korea, and all the morphine manufactured (except that used for heroin) was used in Korea, except 500 kilograms which were produced for the Japanese Army in 1944. All other narcotic drugs used in Korea except dihydromorphine hydrochloride were imported from Japan. A very large percentage of the opium produced in Korea was exported to Manchuria, Kwantung Leased Territory (Dairen), and Formosa. The "ammonium chloride process" was used to extract morphine from opium at the Seoul factory. This process leaves about 4 percent morphine in the opium residue. The residue was mixed with good opium and sold to Formosa and Manchuria.

The figures of the Monopoly Bureau Medicinal Drug Factory on morphine differ considerably from those submitted by the Japanese Government to the Permanent Central Opium Board from 1935 to 1939. For instance, the Japanese Government reported no manufacture of morphine in Korea in 1935, 1936, 1937, and 1938, and the manufacture of only 30 kilograms in 1939. The Factory's records, however, indicate manufacture of 84 kilograms in 1935, 87 kilograms in 1938, and 141 kilograms in 1939.

The most significant figures obtained are those with regard to heroin manufacture and export. The Japanese Government's reports to the Permanent Central Opium Board showed no manufacture or exportation of heroin from 1935 through 1939. The figures obtained from the Monopoly Bureau Medicinal Drug Factory, however, reveal that 1,244 kilograms of heroin were produced in 1938, and 1,327.1 kilograms of heroin were produced in 1939. In each of those two years, 1,200 kilograms were shipped to the Manchukuo Monopoly Bureau. No such quantities were manu-

factured before 1938 or after 1939—the years during which the Japanese conquest of North China took place. The normal annual heroin requirements for China prior to 1938 were 15 kilograms, and the total world medicinal needs for heroin for 1938 and 1939, according to the annual statements of the Drug Supervisory Body, were less than 1,200 kilograms for each year. The output of this one heroin factory was more than the world medical needs for heroin, and this was only one of a number of factories producing drugs for the Japanese.

Thus the charges made by the American representative before the Opium Advisory Committee in 1937, 1938, and 1939 in Geneva are fully supported. Not only did the Japanese Government deliberately falsify its reports to an international control agency set up under a treaty to which it was a party, but the Japanese Army committed a flagrant violation of article 10 of the 1931 narcotics limitation convention in the illegal use of heroin as a weapon of warfare for the purpose of demoralization of the Chinese population in conquered areas.

The Government General of Korea from 1935 to 1945 licensed the Kyowa Drug Company of Seoul to manufacture dihydromorphine hydrochloride (dilaudid). Ten kilograms of dihydromorphine hydrochloride were produced each year from 1935 to about 1941, and five kilograms a year were produced thereafter until 1945. Reports indicated that approximately 18.6 kilograms of morphine hydrochloride were used to produce ten kilograms of dihydromorphine hydrochloride. This drug was marketed in ampules under the trade names "neopedinol" and "mordyne". Approximately five kilograms of dihydromorphine hydrochloride were used for consumption in Korea and, in years when ten kilograms were produced, five kilograms of the product were exported or sold to the Japanese Army and Navy. "Neopedinol" and "mordyne" were considered by the Japanese as so-called "exempt preparations".

Dried poppy pods and poppy seed were also collected from the opium farmers. The poppy pods were sold without restriction to herb doctors and drug firms who used them to manufacture cough syrups and other preparations. One common cough preparation made from poppy pods was marketed under the name of "apiozol". Poppy

seeds not needed to plant the next year's crop were pressed to produce poppy-seed oil, a highly flavored vegetable oil which sold at a comparatively high price.

The opium grown in the United States-occupied zone in Korea (south of 38 degrees north latitude) was generally of a poorer grade than that grown in the U.S.S.R.-occupied zone in Korea (north of 38 degrees north latitude), averaging 8 to 10 percent morphine content as against 10 to 14 percent morphine content for opium grown in North Korea. According to records available, the following table shows the approximate distribution of the opium crop between North and South Korea for the year of 1943:

	South Korea	North Korea	Total
Opium collected, kilograms . .	5,698 . .	34,735 . .	39,433
Area of cultivation, acres . .	3,817 . .	14,725 . .	18,542
Number of licensed farmers . .	29,024 . .	50,336 . .	79,360

The figures for 1944 were similar to those for 1943, and for the last several years North Korea has produced approximately 85 percent of the opium crop, and South Korea, 15 percent.

In 1945 the number of licensed farmers showed an increase of about 5,000, but the allotted area for opium cultivation remained about the same as in 1943 and 1944, and, therefore, under normal conditions the 1945 opium crop should have been about 40,000 kilograms. However, the summer of 1945 was reported to have been excessively wet and the losses to the opium crop in South Korea due to flood and excessive rain during the collecting season was estimated as high as 40 percent. It is not known whether or not the excessive rain affected the opium crop in North Korea. Every effort was made to collect the 1945 opium crop in South Korea in the usual manner. It is not known what was done with the opium crop in North Korea (U.S.S.R.-occupied territory). This crop should have been between 20,000 and 35,000 kilograms of raw opium. I should like to ask the representative of the Union of Soviet Socialist Republics whether he is in a position to report on the narcotics situation in North Korea, particularly on the quantity of opium discovered or seized and its disposition.

The approximate quantities of narcotic drugs seized in the United States zone in Korea up to May 1946, most of which were seized in the Medicinal Drug Factory and in and near Seoul, are as follows:

	Kilograms
Raw opium	28,035
Raw and refined morphine	818
Morphine hydrochloride	104.8
Powdered opium, medicinal	23.5

All the above drugs were stored under guard at the Medicinal Drug Factory. In addition to the above-listed narcotic drugs approximately 3,650 kilograms of low-grade opium and opium residue and 3.78 kilograms of heroin were seized and destroyed. We have asked the United States Army to issue seizure reports covering these seizures. I shall report briefly on two of the most important.

Prior to the surrender of the Japanese forces in Korea, high Japanese officials there released on September 6, 1945, through the Monopoly Bureau of the Government General, a large order of 7,999 kilograms of opium to the Japanese Navy. After the surrender of Japan, the same high Government officials released another large order of 8,440 kilograms of opium to the Japanese Army.

Through investigation by United States authorities and Korean Civil Police, of the 7,999 kilograms of opium released to the Japanese Navy, a total of 7,270 kilograms was recovered, leaving 729 kilograms of opium unaccounted for. Of the 8,440 kilograms released to the Japanese Army, a total of 5,380 kilograms was recovered, leaving 3,060 kilograms of opium unaccounted for.

The recovered opium was stored in the Monopoly Bureau Opium Warehouse with other opium and narcotic drugs and kept under heavy guard. The diversion of the opium from both the Army and Navy shipments caused the investigation and arrest of some 75 Japanese and Koreans in the Seoul district.

The first case was tried in Korean Civil Court on December 3, 1945, where two Japanese each received prison terms of eighteen months and one Korean received a prison term of four months, after conviction. The second case involved two Japanese defendants and was tried in Military Provost Court on December 10, 1945. They pleaded guilty and were sentenced for the sale and possession of opium to prison terms of three years at hard labor each and fines of 50,000 yen. In the event the fines are not paid, they will serve additional terms of two years. The remaining defendants were either fugitives or incarcerated on cases pending trial.

About 1930, Sagoya Yoshiaki assassinated Hamaguchi, Prime Minister of Japan. He was

convicted of this crime and sentenced to death but was never executed because of his connection with the Japanese Military. About 1940 he was released from prison and exiled to Manchuria where he worked as an aide for Colonel Hashimoto, doing secret work for the Japanese Army. In 1945 Sagoya was in Seoul, Korea, working as a contractor for the Japanese Navy and Army. About September 1, 1945, Sagoya received from Japanese Navy officers approximately 2,600 kilograms of raw opium. On September 30, 1945, Sagoya and several of his associates were arrested by U.S. military personnel and Korean police for illegal sale of opium. On December 10, 1945, Sagoya and others pled guilty before the U.S. Provost Court at Seoul, Korea. He was sentenced to serve three years at hard labor and fined 50,000 yen, with the provision that he serve an additional two years if the fine was not paid. Thirty thousand (30,000) yen seized from Sagoya at the time of his arrest was forfeited to the Government.

In the spring of 1946 measures had been taken or were being taken regarding opium control in the United States zone in Korea:

(a) To prohibit the manufacture, use, exportation, and importation of heroin.

(b) To prohibit the cultivation of opium and coca leaves.

(c) To prohibit the manufacture of opium and narcotic drugs.

(d) To prohibit the exportation of opium and narcotic drugs.

(e) To prohibit the importation of opium and narcotic drugs except for legitimate medical and scientific purposes under proper import permit.

(f) To transfer the supervision of the distribution of narcotic drugs for medical and scientific purposes from the Sanitation Section of the Police Bureau to the Department of Public Health.

(g) To dissolve the Opium Farmers Union and the Poppy Associations.

(h) To close the Monopoly Bureau Medicinal Drug Factory, Seoul, Korea.

In the spring of 1946 the enforcement of narcotic-drug laws was being carried out by Korean police. Enforcement was not too effective, owing to the fact that it was a newly formed police organization and owing to the lack of experience of the members of the organization. However, a conscientious effort was being made to enforce all

laws in the best possible manner with the personnel available.

The extent of drug addiction in Korea is unknown, as the Japanese destroyed their addict records. A few drug addicts were encountered. Some of these ate opium, but most of them injected hypodermically a mixture of opium alkaloids made from raw opium by a crude home-refining process. It is understood that it is common for Koreans to have a small piece of opium in their homes which they eat for different ailments. Opium addiction also occurred among the licensed opium farmers. The only opium-smoking noted in Korea was among the Chinese.

There were many indications that opium was grown secretly in remote areas of Korea and also indications that a considerable number of licensed opium farmers diverted some of their opium crop to illicit channels. The Japanese controlled the cultivation and collection of opium through the Opium Farmers Union and the Poppy Associations. The Opium Farmers Union was actually a subsidiary of the Monopoly Bureau, and officials of the Monopoly Bureau acted as officials of the Opium Farmers Union. The Opium Farmers Union had branches in each county or koon where opium was grown, and these branches were called poppy associations. These associations licensed the farmers to grow a certain area of opium poppies, supervised the cultivation of the poppies and the harvesting of the crop, and collected and paid for the raw opium. They also collected the poppy pods and poppy seed.

The representative of China presented a proposal^{*} regarding the future control of narcotic drugs in Japan, reading as follows:

1. The production of raw materials from which narcotic drugs are manufactured, and the manufacture or conversion of narcotic drugs shall be prohibited in Japan.

2. A stockpile of narcotic drugs shall be established by the United Nations at the proposed Far Eastern Regional Office of United Nations or at some suitable center designated by the Economic and Social Council on the recommendations of the Commission on Narcotic Drugs.

3. The import of narcotic drugs, not exceeding the total of the estimates of the Supervisory Body for medical and scientific needs, shall be permitted only from the United Nations stockpile.

4. The distribution of narcotic drugs within Japan shall be strictly regulated and controlled by the Government of Japan, which shall submit regular reports to the United Nations.

^{*} U.N. document E/C.S.7/14/Rev. 1.

5. The keeping of any reserve or Government stocks of narcotic drugs in Japan shall be prohibited.

6. The export of any of the narcotic drugs shall be prohibited.

7. The above-mentioned measures of narcotics control shall be supervised by United Nations inspectors.

The Chinese representative also introduced the following resolution,⁹ which was approved by the Commission:

That an Ad Hoc Committee of seven members be appointed:

(a) to study the proposal of the Delegation of China regarding the control of narcotic drugs in Japan;

(b) to study the possibility of similar control in respect of Korea;

(c) to recommend what steps, if any, should be taken to have the terms of such control incorporated

(i) in the Peace Treaties which will be concluded between Japan and the Powers concerned; and

(ii) in the Agreements which will be reached in connection with the establishment of a government in Korea.

A suggestion by the United States representative that the proposed stockpile be established by an international authority whose charter would be approved by the Economic and Social Council was accepted as an amendment to the proposal of the Chinese representative. Other representatives felt that adequate control would be effected by requiring all imports of narcotic drugs into Japan to receive the prior sanction of an inspectorate appointed by the United Nations. These alternatives were designated "A" and "B." On a roll call, the representatives of China, Egypt, and the United States voted for alternative A, while the representatives of France, India, Netherlands, Peru, Turkey, and the United Kingdom voted for alternative B. The representatives of Canada, Iran, Mexico, Poland, U.S.S.R., and Yugoslavia abstained from voting.

The Commission recommended that measures of control similar to those adopted in respect of Japan should apply to Korea.

In order that the control measures embodied in the proposal of the Chinese representative should be incorporated in the peace treaty soon to be concluded with Japan, the Commission decided to recommend¹⁰ that the Economic and Social Council should:

(a) send its recommendations in regard to Japan to the Far Eastern Commission with copies to all govern-

ments represented on the Commission and to the Allied military authorities now in control of Japan; and

(b) send its recommendations in respect of Korea to all governments and authorities concerned.

Date of Next Session

The Commission left to the chairman, the vice chairman, and the rapporteur the matter of fixing the date of its next session after consultation with the Secretariat.

The business of the Commission, as indicated above, was carried on efficiently and harmoniously. There is every reason to believe that the Commission in its future sessions will face all problems courageously with a view to strengthening controls and to preventing illicit traffic.

Byrnes—Continued from page 90

cannot buy from us if we are not willing to buy from the world.

We must pursue vigorously our proposed charter for the establishment of an International Trade Organization. That charter is designed to avoid economic warfare between nations and to insure equality of commercial opportunity for all nations, both large and small. We must avoid economic blocs if we wish to avoid political blocs.

After every great war there comes a period of disillusionment. Those who fight together expect too much from one another and are inclined to give too little to one another. They forget that victory in war can only give the opportunity which would otherwise be denied, to live and work for the fruits of peace and freedom.

I admit that during the past year there were times when I was deeply discouraged. Our repeated efforts to achieve cooperation in a peaceful world seemed to be meeting only with constant rebuff. But we persisted in our efforts with patience and with firmness.

Today I am happy to say that I am more confident than at any time since VJ-day that we can achieve a just peace by cooperative effort if we persist "with firmness in the right as God gives us the power to see the right."

We have demonstrated our capacity in war. We must demonstrate our capacity in peace. If we do, our children and the children of men everywhere can inherit a peaceful world of expanding freedom and increased well-being.

To that goal freedom's past inspires us and freedom's future calls us.

⁹ U.N. document E/C.S.7/14/Rev. 1.

¹⁰ U.N. document E/C.S.7/55, p. 29.

THE UNITED NATIONS

First Report of the Atomic Energy Commission to the Security Council

LETTER FROM THE CHAIRMAN OF THE ATOMIC ENERGY COMMISSION TO THE PRESIDENT OF THE SECURITY COUNCIL¹

To the President of the Security Council:

Herewith is presented to the Security Council a report dated 31 December 1946 entitled **THE FIRST REPORT OF THE ATOMIC ENERGY COMMISSION TO THE SECURITY COUNCIL**. This report is submitted as required in Section 2(a) of the Resolution of the General Assembly of 24 January 1946, establishing the Atomic Energy Commission, which directs that the Commission's reports and recommendations be submitted to the Security Council.

This report, which carries the document symbol AEC/18/Rev. 1, has been prepared in accordance with the resolution passed at the sixth meeting of the Atomic Energy Commission held on 13 November, in which the Commission resolved to submit a report containing an account of its proceedings, findings, and recommendations to date to the Security Council by 31 December. At the tenth meeting of the Atomic Energy Commission held on 30 December, the Commission adopted this report, with ten Members voting in the affirmative and with the Representative of the Union of Soviet Socialist Republics and the Representative of Poland abstaining.

It was also agreed, at the same meeting, that any Representative having reservations concerning the text of this report should send them, in writing, to the Chairman of the Atomic Energy Commission for transmittal to the Security Council. The Representative of Poland, in a letter dated 31 December addressed to the Chairman of the Com-

mission, requested that the following observation be included in this letter of transmittal:

"The Representative of Poland considers it to be of paramount importance that the proposals made by the Atomic Energy Commission to the Security Council be of such a character as to command the consent of all permanent Members of the Security Council. As some points treated in the above-mentioned report do not satisfy this condition, the Representative of Poland in the Security Council will feel free to propose such amendments as may contribute towards promotion of consent among the permanent Members, as well as all other Members, of the Security Council."

Continuing its further work along the lines indicated in the report, the Commission will proceed to the further study of the topics noted in the last paragraph of Part I of the report and the other matters contained in its terms of reference with a view to making the specific proposals set forth in the Resolution of the General Assembly of 24 January 1946 and reaffirmed in the Resolution of the General Assembly of 14 December 1946.

DR. MANUEL SANDOVAL-VALLARTA,
Chairman, Atomic Energy Commission

31 December 1946

Lake Success, Long Island

¹ Security Council Document S/239, Jan. 3, 1947. The President of the Security Council for January 1947 is Norman J. O. Makin, Australian Representative on the Security Council and Australian Ambassador to the United States.

January 19, 1947

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**LETTER FROM THE CHAIRMAN OF THE WORKING COMMITTEE TO THE CHAIRMAN OF THE
ATOMIC ENERGY COMMISSION TRANSMITTING THE DRAFT REPORT**

To the Chairman of the Atomic Energy Commission:

Herewith is presented to the Atomic Energy Commission a draft report dated 30 December 1946 and entitled **THE FIRST REPORT OF THE ATOMIC ENERGY COMMISSION TO THE SECURITY COUNCIL**. This report has been drafted in accordance with the instructions of the Atomic Energy Commission given to Committee 2 at the Commission's sixth meeting held on 13 November 1946, and the instructions given to the Working Committee at the Commission's ninth meeting held on 20 December 1946.

The Representative of the Union of Soviet Socialist Republics, at the fifth meeting of the Working Committee held on 27 December 1946, stated that he did not participate in the discussion of the draft report for the reason stated by Ambassador Gromyko at the ninth meeting of the Atomic Energy Commission held on 20 December 1946.

The Representative of Poland, at the fifth meeting of the Working Committee held on 27 December 1946, stated that, in accepting the portion of the draft report as agreed upon by the Working Committee, the Polish Delegation did not prejudice its attitude towards the report as a whole. The Representative of Poland reiterated the view of the Polish Delegation that it was not beneficial to proceed with any resolution or report before complete agreement on principle had been reached among the permanent Members of the Security Council.

The Working Committee in considering **PART II, C. General Findings**, and **PART III, RECOMMENDATIONS**, reached agreement on the draft as herewith submitted to the Atomic Energy Commission, except upon the following points:

PART III, RECOMMENDATIONS, 3(a), end of first paragraph, the amendment submitted by the Representative of Mexico which states:

"The treaty shall provide that the rule of unanimity of the permanent members, which in certain circumstances exists in the Security Council, shall have no relation to the work of the authority. No government shall possess any right of veto over

¹ AEC/18/Rev. 1, Jan. 3, 1947. The complete report will be published as Department of State publication 2737.

the fulfillment by the authority of the obligations imposed upon it by the treaty nor shall any government have the power, through the exercise of any right of veto or otherwise, to obstruct the course of control or inspection."

PART III, RECOMMENDATIONS, 3(e), second and third paragraphs, reading as follows:

" . . . Once the violations constituting international crimes have been defined and the measures of enforcement and punishment therefor agreed to in the treaty or convention, there shall be no legal right, by veto or otherwise, whereby a willful violator of the terms of the treaty or convention shall be protected from the consequences of violation of its terms.

"The enforcement and punishment provisions of the treaty or convention would be ineffectual if, in any such situations, they could be rendered nugatory by the veto of a State which had voluntarily signed the treaty."

Since agreement was not reached on the paragraphs from the draft report listed above and since it was especially indicated that no agreement was reached on the words "by veto or otherwise", the Working Committee directed that these points of difference be stated specifically in submitting the draft report to the Atomic Energy Commission.

It was understood that all Representatives reserved their right to bring up any point with respect to this draft report.

/s/ Dr. Manuel Sandoval-Vallarta

/t/ DR. MANUEL SANDOVAL-VALLARTA,
Chairman, Working Committee

30 December 1946,

Lake Success, Long Island

EXCERPTS FROM THE REPORT¹

Introduction

This report covers the work of the Atomic Energy Commission from 14 June to 31 December 1946. Under the Resolution of the General Assembly of 24 January 1946, Section I, paragraph 2(a), the Commission is directed to submit its reports and recommendations to the Security Council. The Atomic Energy Commission, on 13 No-

November 1946, resolved to submit to the Security Council by 31 December 1946 a report of its proceedings, findings, and recommendations based upon its deliberations to date. The report that follows contains five parts:

- I. Proceedings.
- II. Findings.
- III. Recommendations.
- IV. First Report on Scientific and Technical Aspects of the Problem of Control.
- V. First Report on Safeguards Required to Ensure the Use of Atomic Energy Only for Peaceful Purposes.

This report is offered as an interim report; its purpose is to set forth in the form of findings and recommendations the progress that has been made to date in the deliberations of the Atomic Energy Commission and its various committees and informal meetings.

A chronological calendar of meetings of the Commission and its committees is appended (Annex 1).

Part I: Proceedings

At the seventh meeting of the Commission on 5 December, the Representative of the United States presented certain items which he proposed be adopted at a subsequent meeting of the Commission for inclusion in the findings and recommendations contained in its report to the Security Council.³ At its eighth and ninth meeting on 17 and 20 December, the Commission met to discuss these proposals.⁴ On 20 December, the Commission approved and accepted the principles on which these proposals were based, in the terms of the following resolution:

"Resolved that the Commission approves and accepts the principles on which the Findings and Recommendations, proposed by the Representative of the United States of America and contained in document AEC/15/Rev.1, are based, and instructs the Working Committee to include these Findings and Recommendations in the draft of the Commission's report to be delivered to the Security Council by 31 December 1946, having conformed the wording of such portions of these Findings and Recommendations as deal with the same subject matter to the wording of the relevant parts of the

Text of the General Assembly Resolution of 14 December 1946 on the 'PRINCIPLES GOVERNING THE GENERAL REGULATION AND REDUCTION OF ARMAMENTS'."

Many important questions, which have been considered only in broad outline during the course of its deliberations, remain to be further studied by the Commission. These questions include: the detailed powers, characteristics, and functions of the international control agency for which the need is expressed in the "First Report on Safeguards Required to Ensure the Use of Atomic Energy Only for Peaceful Purposes", including such matters as organization, financing and staffing; the relationships between the agency, the various organs of the United Nations, and the participating States; powers of the agency in matters of research, development, and planning; the provisions for transition to the full operation of the international system of control; and other specific matters which should be included in the international treaty or convention establishing control over atomic energy.

Part II: Findings

A. Findings on the Scientific and Technical Aspects of the Problem of Control.

The Report of the Scientific and Technical Committee on Scientific and Technical Aspects of the Problem of Control, included in its entirety as PART IV of this report, was accepted by Committee 2 as a basis for its future work. The Commission now records its approval of that report and incorporates in its present findings the conclusions summarized therein in Chapter 6, as follows:

"The substances uranium and thorium play a unique role in the domain of atomic energy, since as far as we know these are the only raw materials from which the nuclear fuel required for the development of atomic energy can be obtained. There is an intimate relation between the activities required for peaceful purposes and those leading to the production of atomic weapons; most of the stages which are needed for the former are

³ BULLETIN of Dec. 15, 1946, p. 1090.

⁴ Verbatim Records of Meetings of the Atomic Energy Commission on 17 and 20 December, documents AEC/PV/8 and AEC/PV/9.

also needed for the latter. The character of the different stages of the activities has been discussed in order to explore at each stage the elements of danger and to some extent the problem of safeguards against these dangers.

"With respect to mining operations, which are of special significance as the first step in these activities, it appears hopeful that safeguards are not too difficult. Particular attention should be paid to the installations in which concentrated nuclear fuel is produced since the product lends itself immediately to the production of bombs. Unless appropriate safeguards are taken at each of these stages, it will be difficult to ensure that no diversion of material or installations will take place.

"With regard to the question posed by Committee 2, 'whether effective control of atomic energy is possible,' we do not find any basis in the available scientific facts for supposing that effective control is not technologically feasible. Whether or not it is politically feasible is not discussed or implied in this report, nor is there any recommendation of the particular system or systems by which effective control can be achieved."

B. Findings on the Safeguards to Ensure the Use of Atomic Energy Only for Peaceful Purposes.

The safeguards required at each stage in the production and use of atomic energy for peaceful purposes to prevent the possibilities of misuse indicated in the report of the Scientific and Technical Committee were examined at length in the Informal Conversations of Committee 2. A report on the subject, called the "First Report on Safeguards Required to Ensure the Use of Atomic Energy Only for Peaceful Purposes," was duly prepared, has been approved by the Commission, and is incorporated as PART V of this report.

The summary of the findings of that report is given below. These findings have led to the important conclusion that an international control agency must be responsible for the system of safeguards and control. They also indicate some of the essential functions of the agency. The specific control measures mentioned in the findings are not meant to be definitive but rather to be indicative of the various types of safeguards applicable at each stage. In devising a definite system of control, provision must be made for flexibility in adapting safeguards to a rapidly developing

technology. Moreover, the findings are inter-related and, although the co-ordination of safeguards is discussed to some extent, further measures of co-ordination must be considered before formulating a comprehensive system of control. The findings, therefore, do not represent a plan for atomic energy control but only some of the elements which should be incorporated in any complete and effective plan.

SUMMARY OF FINDINGS

1. Safeguards Necessary to Detect and Prevent Diversion from Declared Activities.

(a) Diversion of Uranium from Declared Mines and Mills.

Adequate safeguards against diversion from declared mines and mills are possible by a system of inspection, including guards, similar to normal managerial operating controls, provided that the inspectorate has unrestricted access to all equipment and operations and has facilities for independent weighing, assay, and analysis.

(b) Diversion of Thorium from Declared Mines and Mills.

Effective control of the raw material and concentrates of thorium is possible through a system of inspection similar to that found adequate for uranium.

(c) Diversion of Uranium and Thorium from Declared Refineries and Chemical and Metallurgical Plants.

Adequate safeguards against diversion from declared refineries and chemical and metallurgical plants are possible by a system of inspection, including guards, similar to normal managerial operating controls, provided that the inspectorate has unrestricted access to all equipment and operations and has facilities for independent weighing, assay, and analysis and provided that it has the right to require the plant to be shut down for purposes of clean-up and accounting at appropriate times and to require efficient operating procedure.

At those stages, there is no fundamental difference between the processes for thorium and for uranium.

(d) Diversion of Uranium from Declared Isotope Separation Plants.

At present, it is not possible to place reliance on the method of obtaining a material balance of uranium isotopes in the case of isotope separation

plants. This is one of the important reasons why there must be internal control of such plants by a director or manager and why the management must be established by and be responsible to the international control agency. Even if the material balance could be greatly improved, the inherent danger of the operation would still require management by the international control agency.

(e) Diversion of Uranium, Thorium, and Plutonium from Declared Nuclear Reactors and Associated Chemical Extraction Plants.

(i) At present, it is not possible to place reliance on the method of obtaining a material balance of plutonium in the case of reactors and associated chemical extraction plants. This is one of the important reasons why the chemical extraction plants and, in some cases, the reactors should be subject to internal control by a director or manager and why the management must be established by and be responsible to the international control agency. Even if the material balance could be greatly improved, the inherent danger of the operations would still require management by the international control agency.

(ii) The safeguards required for the control of reactors will depend on their size and design and especially on their content and possible rate of production of nuclear fuel. The safeguards available to the international control agency should include licensing and inspection, supervision, and management of the operation of reactors. In addition, close supervision of the design and construction of reactors is essential in all cases.

(iii) Periodic inspection, together with licensing, is an adequate safeguard in the case of small research reactors and their associated chemical plants, unless their total content of nuclear fuel or potential rate of output in any area is of military significance.

(iv) Adequate safeguards for chemical extraction plants associated with all except small research reactors are only possible through management by the international control agency.

(v) Adequate safeguards during the preparation of the high-grade or pure nuclear fuels in a suitable form for insertion in secondary reactors, and, during the storage and shipment of such fuels, are only possible through management by the international control agency.

2. Safeguards Necessary to Ensure the Detection of Clandestine Activities.

(a) The international control agency will require broad privileges of movement and inspection, including rights to conduct surveys by ground and air. These privileges should, however, be very carefully defined to ensure against misuse.

(b) Reports and returns on relevant matters will be required from national governments.

(c) The international control agency should co-ordinate all relevant information to determine what areas may be suspected of containing clandestine activities.

(d) Isotope separation plants, reactors, and chemical extraction plants, as well as mines, have distinguishing features which would facilitate the detection of clandestine activities at these stages.

(e) Detection of clandestine refineries and chemical and metallurgical plants is more difficult than detection of clandestine operations at other stages in the processing of nuclear fuel.

(f) The detection of clandestine bomb manufacture as such is almost impossible; it is, therefore, vital that any unauthorized accumulation of essential nuclear fuels be prevented.

3. Seizure.

(a) Problems relating to seizure have been considered thus far only in preliminary terms. The major questions of seizure are political rather than technical. It appears, however, that technical measures could reduce the military advantages and, therefore, the dangers of seizure.

4. Co-ordination of Safeguards.

(a) In addition to material accounting at each individual step in atomic energy processes, the international control agency should provide for material accounting checks between points of shipment and receipt of material as a means of detecting possible diversion in transit.

(b) The international control agency should control the storage and shipment of uranium and thorium materials to the degree necessary for security purposes.

(c) The international control agency should itself store and itself handle all enriched or pure nuclear fuel in transit. This does not necessarily imply ownership either of the materials or of the transit or storage facilities, questions which have not yet been discussed.

(d) Since stocks of concentrated or pure nuclear fuel are acutely dangerous, operations at successive stages in the production of atomic energy should be so scheduled that stocks of materials in transit and in storage are minimized, but without interfering unduly with the development and effectiveness of peaceful activities.

C. General Findings.

The findings of the "First Report on Scientific and Technical Aspects of the Problem of Control" and of the "First Report on Safeguards Required to Ensure the Use of Atomic Energy Only for Peaceful Purposes," while limited to the more technical aspects of the control of atomic energy, provide a basis for further progress by the Commission toward the fulfillment of the terms of reference set out in the General Assembly Resolution of 24 January 1946, establishing a commission to deal with the problems raised by the discovery of atomic energy and other related matters. The Resolution of 14 December 1946 of the General Assembly, entitled "Principles Governing the General Regulation and Reduction of Armaments," provides certain broad and essential political agreements. Based upon the proposals and information presented to the Commission, upon the hearings, proceedings, and deliberations of the Commission to date, and upon the proceedings, discussions, and reports of its several committees and sub-committees, all as set forth in this report, the Commission has made the following additional findings of a general nature:

1. That scientifically, technologically, and practically, it is feasible,

(a) to extend among "all nations the exchange of basic scientific information" on atomic energy "for peaceful ends",*

(b) to control "atomic energy to the extent necessary to ensure its use only for peaceful purposes",*

(c) to accomplish "the elimination from national armaments of atomic weapons",* and

*Commission's terms of reference, Article V, Resolution of the General Assembly, 24 January 1946.

(d) to provide "effective safeguards by way of inspection and other means to protect complying states against the hazards of violations and evasions".*

2. That effective control of atomic energy depends upon effective control of the production and use of uranium, thorium, and their fissionable derivatives. Appropriate mechanisms of control to prevent their unauthorized diversion or clandestine production and use and to reduce the dangers of seizure—including one or more of the following types of safeguards: accounting, inspection, supervision, management, and licensing—must be applied through the various stages of the processes from the time the uranium and thorium ores are severed from the ground to the time they become nuclear fuel and are used. (Cf. "Findings on the Safeguards to Ensure the Use of Atomic Energy Only for Peaceful Purposes", PART II B of this report.) Ownership by the international control agency of mines and of ores still in the ground is not to be regarded as mandatory.

3. That whether the ultimate nuclear fuel be destined for peaceful or destructive uses, the productive processes are identical and inseparable up to a very advanced state of manufacture. Thus, the control of atomic energy to ensure its use for peaceful purposes, the elimination of atomic weapons from national armaments, and the provision of effective safeguards to protect complying States against the hazards of violations and evasions must be accomplished through a single unified international system of control and inspection designed to carry out all of these related purposes.

4. That the development and use of atomic energy are not essentially matters of domestic concern of the individual nations, but rather have predominantly international implications and repercussions.

5. That an effective system for the control of atomic energy must be international, and must be established by an enforceable multilateral treaty or convention which in turn must be administered and operated by an international organ or agency within the United Nations, possessing adequate powers and properly organized, staffed, and equipped for the purpose.

Only by such an international system of control and inspection can the development and use of atomic energy be freed from nationalistic rival-

ries with consequent risks to the safety of all peoples. Only by such a system can the benefits of widespread exchange of scientific knowledge and of the peaceful uses of atomic energy be assured. Only such a system of control and inspection would merit and enjoy the confidence of the people of all nations.

6. That international agreement to outlaw the national production, possession, and use of atomic weapons is an essential part of any such international system of control and inspection. An international treaty or convention to this effect, if standing alone, would fail

(a) "to ensure" the use of atomic energy "only for peaceful purposes",* and

(b) to provide "for effective safeguards by way of inspection and other means to protect complying States against the hazards of violations and evasions",*

and thus would fail to meet the requirements of the terms of reference of the Commission. To be effective, such agreement must be embodied in a treaty or convention providing for a comprehensive international system of control and inspection and including guarantees and safeguards adequate to ensure the carrying out of the terms of the treaty or convention and "to protect complying States against the hazards of violations and evasions".*

Part III: Recommendations

Based upon the findings of the Commission set forth in PART II of this report, the Commission makes the following recommendations to the Security Council with respect to certain of the matters covered by the terms of reference of the Commission, which recommendations are interdependent and not severable, embodying the fundamental principles and indicating the basic organizational mechanisms necessary to attain the objectives set forth in PART II C, General Findings, paragraph 1(a)-(d) above.

1. There should be a strong and comprehensive international system of control and inspection aimed at attaining the objectives set forth in the Commission's terms of reference.

2. Such an international system of control and inspection should be established and its scope and functions defined by a treaty or convention in which all of the nations Members of the United

Nations should be entitled to participate on fair and equitable terms.

The international system of control and inspection should become operative only when those Members of the United Nations necessary to assure its success by signing and ratifying the treaty or convention have bound themselves to accept and support it.

Consideration should be given to the matter of participation by non-Members of the United Nations.

3. The treaty or convention should include, among others, provisions

(a) Establishing, in the United Nations, an international control agency possessing powers and charged with responsibility necessary and appropriate for the prompt and effective discharge of the duties imposed upon it by the terms of the treaty or convention. Its rights, powers, and responsibilities, as well as its relations to the several organs of the United Nations, should be clearly established and defined by the treaty or convention. Such powers should be sufficiently broad and flexible to enable the international control agency to deal with new developments that may hereafter arise in the field of atomic energy. The treaty shall provide that the rule of unanimity of the permanent Members, which in certain circumstances exists in the Security Council, shall have no relation to the work of the international control agency. No government shall possess any right of veto over the fulfilment by the international control agency of the obligations imposed upon it by the treaty nor shall any government have the power, through the exercise of any right of veto or otherwise, to obstruct the course of control or inspection.

The international control agency shall promote among all nations the exchange of basic scientific information on atomic energy for peaceful ends, and shall be responsible for preventing the use of atomic energy for destructive purposes, and for the control of atomic energy to the extent necessary to ensure its use only for peaceful purposes.

The international control agency should have positive research and developmental responsibilities in order to remain in the forefront of atomic knowledge so as to render the international control agency more effective in promoting the bene-

* Commission's terms of reference, Article V, Resolution of the General Assembly, 24 January 1946.

ficial uses of atomic energy and in eliminating its destructive ones. The exclusive right to carry on atomic research for destructive purposes should be vested in the international control agency.

Research in nuclear physics having a direct bearing on the use of atomic energy should be subject to appropriate safeguards established by the international control agency in accordance with the treaty or convention. Such safeguards should not interfere with the prosecution of pure scientific research, or the publication of its results, provided no dangerous use or purpose is involved.

Decisions of the international control agency pursuant to the powers conferred upon it by the treaty or convention should govern the operations of national agencies for atomic energy. In carrying out its prescribed functions, however, the international control agency should interfere as little as necessary with the operations of national agencies for atomic energy, or with the economic plans and the private, corporate, and State relationships in the several countries.

(b) Affording the duly accredited representatives of the international control agency unimpeded rights of ingress, egress, and access for the performance of their inspections and other duties into, from and within the territory of every participating nation, unhindered by national or local authorities.

(c) Prohibiting the manufacture, possession, and use of atomic weapons by all nations parties thereto and by all persons under their jurisdiction.

(d) Providing for the disposal of any existing stocks of atomic weapons and for the proper use of nuclear fuel adaptable for use in weapons.

(e) Specifying the means and methods of determining violations of its terms, setting forth such violations as shall constitute international crimes, and establishing the nature of the measures of enforcement and punishment to be imposed upon persons and upon nations guilty of violating the terms of the treaty or convention.

The judicial or other processes for determination of violations of the treaty or convention, and of punishments therefore, should be swift and certain. Serious violations of the treaty shall be reported immediately by the international control agency to the nations parties to the treaty, to the General Assembly and to the Security Council. Once the violations constituting international

crimes have been defined and the measures of enforcement and punishment therefore agreed to in the treaty or convention, there shall be no legal right, by veto or otherwise, whereby a willful violator of the terms of the treaty or convention shall be protected from the consequences of violation of its terms.

The enforcement and punishment provisions of the treaty or convention would be ineffectual if, in any such situations, they could be rendered nugatory by the veto of a State which had voluntarily signed the treaty.

4. In consideration of the problem of violation of the terms of the treaty or convention, it should also be borne in mind that a violation might be of so grave a character as to give rise to the inherent right of self-defense recognized in Article 51 of the Charter of the United Nations.

5. The treaty or convention should embrace the entire programme for putting the international system of control and inspection into effect and should provide a schedule for the completion of the transitional process over a period of time, step by step, in an orderly and agreed sequence leading to the full and effective establishment of international control of atomic energy. In order that the transition may be accomplished as rapidly as possible and with safety and equity to all, this Commission should supervise the transitional process, as prescribed in the treaty or convention, and should be empowered to determine when a particular stage or stages have been completed and subsequent ones are to commence.

Here follows:

Part IV: A First Report on the Scientific and Technical Aspects of the Problem of Control, consisting of:

Introduction;

Chapter 1. The Production of Nuclear Fuels;

Chapter 2. Utilization of Nuclear Fuels;

Chapter 3. Peaceful Uses of Atomic Energy and Their Bearing on Control;

Chapter 4. Clandestine Activities;

Chapter 5. Future Developments;

Chapter 6. Summary and Conclusions;

Appendix 1. Pictorial Chart of the Processes Using Uranium to Produce Atomic Energy;

Appendix 2. Atomic Energy Flow Chart; and

Appendix 3. Some Relevant Data on Cost and Size of the United States Atomic Bomb Project.

Part V: First Report on Safeguards Required to Ensure the Use of Atomic Energy Only for Peaceful Purposes, containing eight chapters. (See p. 108 for summary.)

Here follow:

- Annex 1. Chronological Calendar of Meetings of the Atomic Energy Commission and its Committees during the period 14 June to 31 December 1946;
- Annex 2. List of Representatives and Advisers to the United Nations Atomic Energy Commission 14 June to 31 December 1946;
- Annex 3. Summary Records of Meetings of Subcommittee 1 held on 1, 2, 5, 8, and 11 July 1946 (document AEC/C.1/Sub.1/1-5);
- Annex 4. Working Documents Submitted by Members of the Atomic Energy Commission (documents AEC/C.1.(WC)/2, 17 July and AEC/C.1.(WC)/2/Corr.1, 9 September 1946);
- Annex 5. Summary Records of Meetings of Committee 2 held on 17, 24, 26, and 31 July and 6 August 1946 (documents AEC/C.2/1-5 and AEC/C.2/4/Corr.1);
- Annex 6. Provisional List of Topics for Consideration by the Legal Advisory Committee (Appendices I and II, document AEC/C.4/3, 7 August 1946);
- Annex 7. A Suggested Programme of Work—Committee 2 (Appendix 1, document AEC/C.2/W.1, 14 October 1946); and
- Annex 8. List of Experts Participating in the Informal Conversations of Committee 2.

First Meeting of Commission of Investigation Scheduled¹

An informal meeting of representatives of members of the Security Council took place on January 3 at Lake Success under the chairmanship of Mr. Paul Hasluck of Australia.

The meeting was devoted to a discussion of the technical arrangements for the Commission of Investigation the Security Council is sending to Greece, Yugoslavia, Bulgaria, and Albania to investigate the frontier incidents which formed the basis for the Greek complaint before the Council.²

It was decided to hold the first meeting of the Commission on January 30 in Athens, which is

to be the meeting point of the members of the Commission. The Commission will consist of representatives of all 11 members of the Security Council and their staffs. The Secretary-General expects to receive the names of the representatives nominated by the 11 governments within the next few days.

The Secretary-General is going to address a letter to the Governments of Greece, Yugoslavia, Bulgaria, and Albania asking them to supply to the Commission transportation, food, and accommodation, which services and facilities will be paid for by the Commission.

The Secretary-General will also request the four governments concerned to accord to all members of the Commission and the staff all the privileges and immunities necessary for the exercise of the Commission's functions, in accordance with article 105 of the Charter of the United Nations.

The Commission will have at its disposal a small staff of members of the United Nations Secretariat headed by Col. A. Roscher Lund, Special Assistant to the Secretary-General.

This staff will include a press officer from the Press Division of the United Nations, Stanley Ryan, and a photographer and cameraman.

U. S. Representatives on Commission of Investigation of Greek Border Incident

The Department of State announced on January 2 that Mark Etheridge, American representative on the Commission of Investigation of the Greek border incident, would be accompanied by Harry N. Howard, Norbert L. Anschuetz, and Cyril Black.

Mr. Howard is Chief of the Near Eastern Branch of the Division of Research for Near Eastern and African Affairs, and Mr. Anschuetz is Information Officer of the Office of Near Eastern and African Affairs, in the Department of State. Mr. Black is a member of the Princeton University faculty and was formerly an officer in the Division of Southern European Affairs, Department of State.

¹ Released to the press by the United Nations Jan. 3, 1947.

² For text of resolution establishing the Commission, see BULLETIN of Jan. 5, 1947, p. 23.

Summary Statement by the Secretary-General

MATTERS OF WHICH THE SECURITY COUNCIL IS SEIZED AND OF THE STAGE REACHED IN THEIR CONSIDERATION¹

Pursuant to Rule 11 of the Provisional Rules of Procedure of the Security Council, I wish to report that as of 3 January 1947 the Security Council is seized of the following matters:

1. The Iranian Question
2. Special Agreements Under Article 43 of the Charter
3. Rules of Procedure of the Security Council
4. Statute and Rules of Procedure of the Military Staff Committee
5. Rules concerning the Admission of New Members
6. Re-examination of applications for Membership
7. The Greek Question
8. The General Regulation and Reduction of Armaments

The stage reached in the consideration of items

¹ Security Council Document S/238, Jan. 3, 1947. For statement by Trygve Lie, Secretary-General of the United Nations, as of Dec. 13, see BULLETIN of Dec. 29, 1946, p. 1172.

² The following is the text of the proposal submitted by the U.S.S.R. Representative, Andrei A. Gromyko, in a letter to the Secretary-General under date of Dec. 27, 1946. (See S/229, Dec. 28, 1946.)

Considering that the general regulation and reduction of armaments and armed forces is the most important measure for the strengthening of international peace and security and that the implementation of the General Assembly's decision on this question is one of the most urgent and most important tasks facing the Security Council, the Council resolves:

1. To proceed with the working out of practical measures on the implementation of the General Assembly's decision of 14 December 1946, on the general regulation and reduction of armaments and armed forces and on the establishment of international control assuring the reduction of armaments and armed forces.

1 through 7 is set forth in document S/223. The stage reached in the consideration of item 8 is as follows:

The General Regulation and Reduction of Armaments

By letter dated 28 December 1946 addressed to the Secretary-General (document S/229) the Representative of the U.S.S.R. submitted a proposal regarding the implementation of the resolution of the General Assembly on the "Principles Governing the General Regulation and Reduction of Armaments".²

At its 88th meeting on 31 December 1946 the Council decided to place the U.S.S.R. proposal on its agenda and consider this matter at the Council's first meeting in 1947. The Representative of the United States submitted a draft resolution for consideration at the same meeting.³

2. To establish a commission of the representatives of countries members of the Security Council which has to be charged to prepare and submit to the Security Council within a period of from one to two months but not later than three months its proposals in accordance with Paragraph 1 of this decision.

³ The following is the text of the U.S. resolution submitted by the U.S. Representative at the 88th meeting of the Security Council. (See S/233, Dec. 31, 1946.)

THE SECURITY COUNCIL RESOLVES THAT

1. Pursuant to the General Assembly Resolution of 14 December concerning the "Principles Governing the General Regulation and Reduction of Armaments", it gives first priority to the establishment of international control over atomic energy and, accordingly, it will consider and act upon the forthcoming report of the Atomic Energy Commission as soon as received.

2. It will thereafter consider what further practical measures it should take and in what order of priority for the implementation of the said General Assembly Resolution.

Resolution on Voting Procedure in the Security Council

LETTER FROM THE SECRETARY-GENERAL TO THE PRESIDENT OF THE SECURITY COUNCIL¹

2 January 1947

SIR,

I have the honour to transmit the following resolution adopted by the General Assembly at its sixty-first plenary meeting held on 13 December 1946:

"VOTING PROCEDURE IN THE SECURITY COUNCIL THE GENERAL ASSEMBLY

MINDFUL of the purposes and principles of the Charter of the United Nations, and having taken notice of the divergencies which have arisen in regard to the application and interpretation of Article 27 of the Charter;

EARNESTLY REQUESTS the permanent members of the Security Council to make every effort, in consultation with one another and with fellow members of the Security Council, to ensure that the use of the special voting privilege of its permanent members does not impede the Security Council in reaching decisions promptly;

RECOMMENDS to the Security Council the early adoption of practices and procedures, consistent with the Charter, to assist in reducing the difficulties in the application of Article 27 and to ensure the prompt and effective exercise by the Security Council of its functions; and

FURTHER RECOMMENDS that, in developing such practices and procedures, the Security Council take into consideration the views expressed by Members of the United Nations during the second part of the first session of the General Assembly."

I have the honour to request you to be so good as to bring this resolution to the attention of the Security Council.

I have the honour to be, Sir,
Your obedient Servant,

TRYGVE LIE
Secretary-General

The HON. N. J. O. MAKIN
PRESIDENT OF THE SECURITY COUNCIL

Replies From 29 Nations on Action Taken in Accordance With Resolution on Spain²

The Secretary-General of the United Nations on December 20, 1946 sent a circular telegram to the member governments requesting that he be informed, as soon as possible, of action taken by the respective governments in accordance with the recommendation relating to the recall from Madrid of ambassadors and ministers plenipotentiary accredited there contained in the resolution on relations between Spain and the United Nations, adopted by the General Assembly at its 59th plenary meeting.³

Up to January 6, 1947, 29 replies have been received and they may be classified as follows:

1. States which declared that they had no diplomatic relations with the Franco government at the time of the adoption of the General Assembly's resolution:

Afghanistan, Australia, Belgium, Bolivia, Canada, Ethiopia, Guatemala, Iceland, India, Iraq, Lebanon, Luxembourg, New Zealand, Norway, Poland, Saudi Arabia, Siam, Union of South Africa, Venezuela, Yugoslavia.

2. States which declared in the following form that they had no ambassadors or ministers ac-

(Continued on page 122)

¹ Security Council Document S/237, Jan. 3, 1947.

² Released to press by the United Nations Jan. 7, 1947.

³ BULLETIN of Dec. 22, 1946, p. 1143.

Bodies Established by General Assembly During Second Part of First Session¹

Advisory Committee on Administrative and Budgetary Questions. Doc. No. A/193, approved at 49th meeting, 11/19/46.

Aghnides (Greece), Ganem (France), Hsia (China), Kabushko (U.S.S.R.), Kirpalani (India), Machado (Brazil), Martinez Cabanas (Mexico), Matthews (U.K.), Stone (U.S.).

Board of External Auditors. Doc. A/208, approved at 50th meeting, 12/7/46.

Auditors-General of: Ukrainian S. S. R., Sweden, Canada.

Committee on Contributions (3 new members). Doc. A/215, approved at 50th meeting, 12/7/46.

Dzung (China), Papanek (Czechoslovakia), Webb (U.S.).

Committee on Progressive Development of International Law and its Codification. Doc. A/222, approved at 55th meeting, 12/11/46.

Argentina, Australia, China, Colombia, Egypt, France, India, Netherlands, Panama, Poland, Sweden, U.S.S.R., U.K., U.S., Venezuela, Yugoslavia, Brazil.

International Children's Emergency Fund. Doc. A/230, A/230/Corr. 1, approved at 56th meeting 12/11/46.

Argentina, Australia, Brazil, Byelorussian S. S. R., Canada, China, Colombia, Czechoslovakia, Denmark, Ecuador, France, Greece, Iraq, Netherlands, New Zealand, Norway, Peru, Poland, Sweden, Ukrainian S.S.R., Union of South Africa, U.S.S.R., U.K., U.S., Yugoslavia.

¹ U.S. Delegation Document US/A/238, Dec. 27, 1946.

Special Technical Committee (Post—UNRRA Relief). Doc. A/237, approved at 56th meeting, 12/11/46.

Argentina, Brazil, Canada, China, Denmark, France, Poland, U. K., U. S., U. S. S. R.

Ad hoc Committee to Organize Information Transmitted under Article 73 (e) of Charter. Doc. A/249, A/249/Corr. 1, A/249/Add. 1, approved at 64th meeting, 12/14/46.

Australia, Denmark, U. S., U. K., France, Belgium, New Zealand, Netherlands, China, Egypt, India, Brazil, U. S. S. R., Philippines, Cuba, Uruguay.

Trusteeship Council. Doc. A/258, A/258/Add. 1, A/258/Rev. 1, A/258/Corr. 2, approved at 63d meeting, 12/14/46.

Mexico, Iraq, U. S., U. S. S. R., China, Australia, Belgium, U. K., New Zealand, France.

Headquarters Advisory Committee. Doc. A/277, approved at 65th meeting, 12/14/46.

Australia, Belgium, Brazil, Canada, China, Colombia, France, Greece, India, Norway, Poland, Syria, U. K., U. S., U. S. S. R., Yugoslavia.

Committee on Staff Benefits. Doc. A/262, approved at 66th meeting, 12/15/46.

Belgium, U. S. S. R., U. S.

Committee on Procedures and Organization. Doc. A/279, approved at 66th meeting, 12/15/46.

Argentina, Belgium, Canada, China, Cuba, Denmark, France, Greece, Haiti, Peru, Ukrainian S. S. R., U. K., U. S., U. S. S. R., Yugoslavia.

Addresses, Statements, and Broadcasts of the Week

The President	The State of the Union. Excerpts in this issue.	Made before a joint session of Congress on Jan. 6.
The Secretary of State	"We Must Demonstrate Our Capacity in Peace." In this issue.	Address made at Cleveland, Ohio, on Jan. 11.
Gen. George C. Marshall	The Situation in China. In this issue.	Statement released in Washington on Jan. 7.
Assistant Secretary Benton	Report on UNESCO. Press release 11 of Jan. 7. Not printed.	Address made before Chicago Council of Foreign Relations, Chicago, Ill., on Jan. 9.
Assistant Secretary Hildring	Public Support Necessary for Success of Occupation Policies. Excerpts in this issue.	Address delivered at Beverly Hills, Calif., on Jan. 7.
James K. Penfield, Deputy Director, Office of Far Eastern Affairs.	U.S. Policy in Japan. Press release 26 of Jan. 9. Not printed.	NBC University of the Air program on Jan. 9.
Lt. Gen. John R. Hodge	U.S. Policy Toward a Unified Government in Southern Korea. In this issue.	Statement issued at Seoul on Jan. 4.

INTERNATIONAL ORGANIZATIONS AND CONFERENCES

*Calendar of Meetings*¹

In Session as of January 12, 1947		
Far Eastern Commission	Washington	Feb. 26
United Nations:		
Security Council	Lake Success	Mar. 25
Military Staff Committee	Lake Success	Mar. 25
Commission on Atomic Energy	Lake Success	June 14
UNRRA - Intergovernmental Committee on Refugees (IGCR), Joint Planning Committee	Washington and Lake Success	July 25
Telecommunications Advisory Committee	Lake Success	Nov. 10
German External Property Negotiations:		
With Portugal (Safehaven)	Lisbon	Sept. 3
With Spain (Safehaven)	Madrid	Nov. 12
Inter-Allied Trade Board for Japan	Washington	Oct. 24
FAO: Preparatory Commission To Study World Food Board Pro- posals	Washington	Oct. 28-Jan. 17 (tenta- tive)
Inter-Allied Reparation Agency (IARA): Meetings on Conflicting Custodial Claims	Brussels	Nov. 6-Dec. 17 (Will re- sume session Jan. 29)
PICAO:		
Interim Council	Montreal	Jan. 7
Personnel Licensing Division	Montreal	Jan. 7
Twelfth Pan American Sanitary Conference	Caracas	Jan. 12-24
Second Pan American Conference on Sanitary Education	Caracas	Jan. 12-24
Scheduled for January - March 1947		
Council of Foreign Ministers: Meeting of Deputies	London	Jan. 14-Feb. 24
PICAO:		
Divisional		
Aeronautical Maps and Charts Division	Montreal	Jan. 14
Accident Investigation Division	Montreal	Feb. 4

¹ Prepared in the Division of International Conferences, Department of State. Dates are continuous from 1946.

Calendar of Meetings—Continued

PICAO: Divisional—Continued		
Airworthiness Division	Montreal	Feb. 18
Airline Operating Practices Division	Montreal	Feb. 25
Regional		
South Pacific Regional Air Navigation Meeting	Melbourne	Feb. 4
International Wheat Council	Washington	Jan. 15
United Nations:		
Economic and Social Council (ECOSOC)		
Drafting Committee of International Trade Organization, Preparatory Committee	Lake Success	Jan. 20–Feb. 28
Economic and Employment Commission	Lake Success	Jan. 20–Feb. 5
Social Commission	Lake Success	Jan. 20–Feb. 5
Subcommission on Economic Reconstruction of Devastated Areas, Working Group for Europe	Geneva	Jan. 27–Feb. 13 (tentative)
Human Rights Commission	Lake Success	Jan. 27–Feb. 11
Statistical Commission	Lake Success	Jan. 27–Feb. 11
Population Commission	Lake Success	Feb. 6–20
Commission on the Status of Women	Lake Success	Feb. 10
Subcommission on Economic Reconstruction of Devastated Areas, Working Group for Asia and the Far East	Lake Success	Feb. 14
Transport and Communications Commission	Lake Success	Feb. 17–28
Non-governmental Organizations Committee	Lake Success	Feb. 25–27
Standing Committee on Negotiations with Specialized Agencies	Lake Success	Feb. 28
ECOSOC, Fourth Session of	Lake Success	Feb. 28
Trusteeship Council	Lake Success	Before Mar. 15
Meeting of Experts on Passport and Frontier Formalities	Geneva	Mar. 17
Regional Advisory Commission for Non-Self-Governing Territories in the South and Southwest Pacific, Conference for the Establish- ment of	Canberra	Jan. 28–Feb. 16 (tentative)
Subcommission of Emergency Economic Committee for Europe on Housing Problems	The Hague	Jan. 30
ILO:		
Industrial Committee on Petroleum Production and Refining	Los Angeles	Feb. 3–12
101st Session of the Governing Body	Geneva	Mar. 5–8
Committee on Social Policy in Dependent Territories	London	Mar. 17–22
Committee of Experts on the Application of Conventions	Geneva	Mar. 24–29
Industrial Committee on Coal Mining	Geneva	March or April
Industrial Committee on Inland Transport	Geneva	March or April
Signing of Peace Treaties with Italy, Hungary, Bulgaria, Rumania, and Finland	Paris	Feb. 10
International Children's Fund: Executive Board	Lake Success	Feb. 24
International Red Cross Committee	Geneva	Mar. 3–15
Council of Foreign Ministers	Moscow	Mar. 10
Seventh Pan American Conference on Tuberculosis	Lima	Mar. 17–22
World Health Organization (WHO): Third Session of Interim Com- mission	Geneva	Mar. 31
European Central Inland Transport Organization (ECITO): Seventh Session of the Council	Paris	March

Activities and Developments

U. S. DELEGATION TO PAN AMERICAN SANITARY CONFERENCES

[Released to the press January 8]

Secretary Byrnes announced on January 8 that the President had approved the composition of the United States Delegation to attend the Twelfth Pan American Sanitary Conference and the Second Pan American Sanitary Education Conference which will be held concurrently at Caracas, Venezuela, from January 12 to 24, 1947. The nominations of the representatives were submitted by the Secretary of State upon the recommendation of the War and Navy Departments and of the United States Public Health Service.

Twelfth Pan American Sanitary Conference

Chairman

Thomas Parran, Surgeon General, United States Public Health Service

Delegates

John C. Dreier, Division of Special Inter-American Affairs, Department of State
Richard J. Plunkett, Director, Division of Health and Sanitation, Institute of Inter-American Affairs
William Sanders, Division of International Organization Affairs, Department of State
Fred L. Soper, International Health Division, Rockefeller Foundation
L. L. Williams, Jr., Division of International Labor, Social and Health Affairs, Department of State

Advisers

Ward P. Allen, Division of International Organization Affairs, Department of State
Robert H. Coatney, National Institute of Health, United States Public Health Service
Col. Wesley C. Cox, M.C., Chief, Army Industrial Hygiene Laboratory
James A. Doull, Chief, Office of International Health Relations, United States Public Health Service
Juan A. Pons, Health Commissioner, Puerto Rico
Harry H. Stage, Assistant Chief, Division of Insects Affecting Man and Animals, Bureau of Entomology and Plant Quarantine, Department of Agriculture
Capt. Van Collier Tipton, M.C., U.S. Navy

Secretaries

Bainbridge C. Davis, first secretary, American Embassy, Caracas, Venezuela
J. Ward Lowe, Division of International Conferences, Department of State

The Pan American Sanitary Conference functions as the governing body of the Pan American Sanitary Bureau, which is a central coordinating agency for public health in the Western Hemisphere. The Conference is concerned with making recommendations in regard to the improvement of sanitary conditions in the American republics. The agenda will include, in addition to numerous technical subjects, consideration of the relationship of the Pan American Sanitary Bureau to the World Health Organization.

Second Pan American Sanitary Education Conference

Chairman

Thomas Parran, Surgeon General, United States Public Health Service

Delegates

Mayhew Derryberry, Chief, Office of Health Education, United States Public Health Service
James A. Doull, Chief, Office of International Health Relations, United States Public Health Service
Juan A. Pons, Health Commissioner, Puerto Rico
Richard J. Plunkett, Director, Division of Health and Sanitation, Institute of Inter-American Affairs

Secretaries

Bainbridge C. Davis, first secretary, American Embassy, Caracas, Venezuela
J. Ward Lowe, Division of International Conferences, Department of State

The First Pan American Sanitary Education Conference was held at New York in 1943 for the purpose of discussing methods of improving health education, reorganization of programs for training personnel, and other related subjects. The present conference, meeting in conjunction with the Twelfth Pan American Sanitary Conference, will undertake a consideration of the following points: (1) the role of sanitary education in a health plan; (2) the organization of an inter-American association of sanitary education; (3) a critical study of publications and visual aids which may be used in sanitary education; (4) a critical study of the techniques of sanitary education; (5) coordination of adult and school programs of sanitary education; (6) the contribution to sanitary education by other organizations; and (7) the training of health educators and teachers.

It is expected that all the American republics will attend. In addition, Canada and the British, Dutch, and French possessions in this hemisphere have been invited to send observers.

International Labor Office Permanent Migration Committee

Article by Murray Ross

The first session of the Permanent Migration Committee of the International Labor Office took place in Montreal from August 26 to 31, 1946.¹ It was attended by representatives of the following 25 Governments: Australia, Argentina, Belgium, Chile, Colombia, Denmark, Dominican Republic, Ecuador, Egypt, France, Greece, India, Italy, Mexico, Netherlands, New Zealand, Panama, Peru, Poland, Portugal, Sweden, Switzerland, United States, Uruguay, and Venezuela. The Governments of Canada, United Kingdom, and Yugoslavia sent observers. The session was also attended by three advisory members representing the United Nations, UNRRA, and the Intergovernmental Committee on Refugees, as well as by three expert members: Joseph P. Chamberlain, from the United States; Doria de Vasconcelos, from Brazil; and Paul van Zeeland, from Belgium, who was unanimously elected chairman of the session. The government, employers', and workers' groups of the Governing Body of the International Labor Organization (ILO) were represented by Messrs. Amado of Brazil, MacDonnell and Bengough of Canada, respectively. Robert C. Goodwin, Director of the United States Employment Service, served as the United States Government member of the Committee. His advisers included Herman R. Landon of the Department of Justice, Murray Ross of the Department of State, and Helen V. Seymour of the Department of Labor. The Committee sessions served as the first post-war intergovernmental forum to consider problems of migration for both settlement and employment and to formulate some basic principles of international cooperation to further long-range migratory movements.

¹ BULLETIN of Aug. 25, 1946, p. 361.

² This resolution was dealt with under item 2 by the Committee. The Third Conference of American States Members of the International Labor Organization was held at Mexico City, Mexico, Apr. 1 to 16, 1946.

In the course of its deliberations the Committee reviewed various aspects of the migration problem and adopted four resolutions looking toward the establishment of a greater degree of bilateral and multilateral international cooperation in the field of post-war migration. The agenda prepared by the Governing Body of the ILO for the meeting included the following five items: (1) exchange of views on post-war migration prospects; (2) forms of international cooperation capable of facilitating an organized resumption of migration movements after the war; (3) racial discrimination in connection with migration; (4) the technical selection of immigrants; and (5) the resolution concerning migration adopted by the Third Conference of American States Members of the International Labor Organization.² An interesting exchange of views took place on the subject of post-war migration prospects. Members of the Committee generally expressed views favoring an increase in future migration, both in the interest of countries of emigration and of immigration and as part of the development necessary for the improvement of international trade and the raising of living standards in the various parts of the world. It was stressed, however, by representatives of immigration countries that large-scale migration must await elimination of current shipping and housing shortages, as well as the preparation of sufficient projects for agricultural settlers and industrial jobs for urban wage earners. Representatives of some of the immigration countries pointed to their inability to bear the sizeable expense involved in population resettlement and stressed the need for consideration of international financing. All these sentiments were given adequate expression in the first resolution adopted by the meeting.

Discussion of forms of international cooperation capable of facilitating an organized resumption of migration movements after the war centered around the three aspects of the problem

listed in the International Labor Office report: the question of international cooperation in the field of financing; the need of safeguards against the lowering of national, social, and economic standards by immigrants; and the ILO migration for employment convention (1939) which had not been ratified by any government. In accordance with the views expressed during the consideration of these subjects, an appropriate resolution was adopted recommending that the Governing Body should consult member governments on the desirability of revising the ILO convention of 1939 and the related ILO recommendations. Furthermore, the resolution affirmed the International Labor Office program of international action necessary to facilitate migration, which covers recruitment, placing, and conditions of labor, other aspects of the protection of labor, special facilities for assisting migrants, provisions for financial cooperation, safeguards against lowering of national standards by immigrants, and the collection of information concerning emigration prospects and immigration possibilities. As for the role of the International Labor Office, the resolution suggests that it continue and expand its studies and its assistance to governments in respect to the recruitment of persons for temporary migration for employment and, in particular, that it study the question of guaranties by the immigration country of a reasonable amount of paid employment to such persons.

Similarly, the resolution draws special attention to: (a) the importance of organizing migration in such a way as to insure equality of treatment in respect to conditions of labor for immigrants and nationals of the country of immigration; (b) the opinions expressed by members of the Committee that migrants intending permanent residence in the country of immigration should be prepared to become citizens of that country and should therefore be persons capable of assimilation to its economic and social conditions; (c) the desirability of the country of immigration actively helping these migrants to become citizens and to conform to its economic and social conditions; (d) the importance of a careful selection of prospective migrants from the point of view of health, family composition, psychological qualifications, and vocational qualifications; (e) the desirability of

studying on an international basis, either bilateral or multilateral, development schemes involving migration including arrangements for transport and for the necessary equipment; and (f) the importance in large-scale migration operations of assuring that suitable employment and accommodations are available in the country of immigration concerned. The Governing Body of the ILO is invited: (a) to place on the agenda of the second session of the Permanent Migration Committee, with a view to the subsequent consideration of this question by the International Labor Conference, the question of a model agreement for the use of governments in negotiating conventions and agreements regarding migration; (b) to authorize the International Labor Office, before the next session of the Permanent Migration Committee, to consult governments on the points that might be inserted in such an agreement, including machinery for the execution of the agreement such as bilateral technical committees.

Finally, the resolution considers it desirable that there should be coordinated international responsibility for migration problems, more particularly: (a) the collection of information from governments and other sources concerning migration; (b) the sending of suitable study missions at the request of the governments concerned, with a view to investigating settlement conditions and planned migration schemes in individual countries; (c) the giving of advice to emigration and immigration countries in formulating and carrying out migration schemes, and, if they desire, the placing of suitable experts at their disposal; and (d) cooperating with governments and with the international organizations concerned in promoting and financing migration in relation to industrial or agricultural development schemes.

The resolution invites the Governing Body to study, in cooperation with the Economic and Social Council, the best method of insuring such coordination through a central coordinating body or otherwise, and to authorize the International Labor Office to collaborate with the Secretariat of the United Nations, the Intergovernmental Committee on Refugees, and the International Refugee Organization with a view to providing information about migration policies and otherwise assisting in the work of resettlement of refugees and displaced persons. Recognizing that the problem

of financial assistance is one to which governments of certain immigration countries attach great importance, it invites the Governing Body to urge the International Bank for Reconstruction and Development: (a) when it considers projects of economic development, to take into account the extent to which such projects contribute toward the solution of migration problems; (b) when it makes loans for economic development, to include migration costs in appropriate cases within the scope of such development. It furthermore observes that, whatever arrangements are made for international machinery concerned with migration problems, the ILO should continue to be responsible for all migration matters falling within its competence, and urges the Governing Body to make the necessary provision to insure the development of the migration work of the International Labor Office to meet post-war needs.

The question of racial discrimination in connection with migration gave rise to a very interesting discussion, the gist of which indicated that countries insisted on maintaining the prerogative to select those immigrants whom they regarded as best suited for assimilation to their conditions. Furthermore, it was pointed out that countries of immigration could not accept persons who might endanger the standard of living of their own population. Statements were made by several members of the Committee which were designed to reserve the right of each nation to adopt rules and regulations aimed at protecting the legitimate interests of its own population as well as those of the immigrants. When it had taken note of these statements, the Committee adopted a resolution on this subject which unanimously affirmed its belief that the principle of non-discrimination in regard to race is one of the fundamental conditions of progressive and orderly migration movements.

Detailed consideration of the problem concerning technical selection of migrants brought out the desirability of the closest possible international collaboration, particularly through bilateral arrangements, in this field as well as in vocational training of migrants. The resolution adopted by the Committee on this subject recommended that immigration countries should establish, or improve, criteria for the technical selection of migrants on the basis of local conditions of climate, production, and social life. Note was

made that the establishment of relevant criteria should be facilitated by utilizing, wherever sufficient data are available, past experience concerning the adaptation of migrants. Likewise, the resolution urged that there should be technical cooperation of the selecting agents and migration services of the immigration country with the migration services of the emigration country, and, in appropriate cases, with international agencies.

The consensus on the part of both Committee members and the International Labor Office staff as expressed in the final Committee report regarded the meeting as a definite success and a significant contribution toward the facing of the long-run post-war migration problem. At its 99th session held in Montreal in October 1946, the Governing Body approved of the Committee's report, reserving action on the resolution dealing with racial discrimination until its next session.

U. N. Spanish Resolution—Continued from page 115

credited to Spain at the time of the adoption of the General Assembly's resolution:

Brazil—"There is no Brazilian Ambassador in Madrid since January last, Brazil being represented in Spain by a chargé d'affaires as of that date. Accordingly, no further action is necessary on the part of the Brazilian Government to comply with the afore-mentioned resolution."

Greece—"The Greek Government has left vacant the post of Minister to Madrid. The business of the Royal Greek Legation is conducted by a chargé d'affaires."

Paraguay—"The Government of Paraguay has neither an Ambassador nor Minister Plenipotentiary accredited to the Government of Franco at the present time."

United States—"My Government has instructed me to inform you that since the departure of the Honorable Norman Armour from Madrid on December 1, 1945, the United States has not had an Ambassador or Minister Plenipotentiary in Spain."

3. States which simply acknowledge receipt of the Secretary-General's telegram pending further communication:

Panama, Turkey, Colombia, and Uruguay.

4. States which reserve their position:

El Salvador.

THE RECORD OF THE WEEK

The State of the Union

MESSAGE OF THE PRESIDENT TO THE CONGRESS¹

MR. PRESIDENT, MR. SPEAKER, MEMBERS OF THE
CONGRESS OF THE UNITED STATES:

I come before you today to report on the State of the Union and, in the words of the Constitution, to recommend such measures as I judge necessary and expedient.

I come also to welcome you as you take up your duties and to discuss with you the manner in which you and I should fulfil our obligations to the American people during the next two years.

The power to mold the future of this Nation lies in our hands—yours and mine, joined together.

If in this year, and in the next, we can find the right course to take as each issue arises, and if, in spite of all difficulties, we have the courage and the resolution to take that course, then we shall achieve a state of well-being for our people without precedent in history. And if we continue to work with the other nations of the world earnestly, patiently, and wisely, we can—granting a will for peace on the part of our neighbors—make a lasting peace for the word.

Foreign Affairs

Progress in reaching our domestic goals is closely related to our conduct of foreign affairs. All that I have said about maintaining a sound and prosperous economy and improving the welfare of our people has greater meaning because of the world leadership of the United States. What we do, or fail to do, at home affects not only ourselves but millions throughout the world. If we are to fulfil our responsibilities to ourselves and to other peoples, we must make sure that the United States is sound economically, socially, and politically. Only then will we be able to help bring about

the elements of peace in other countries—political stability, economic advancement, and social progress.

Peace treaties for Italy, Bulgaria, Rumania, and Hungary have finally been prepared. Following the signing of these treaties next month in Paris, they will be submitted to the Senate for ratification. This Government does not regard the treaties as completely satisfactory. Whatever their defects, however, I am convinced that they are as good as we can hope to obtain by agreement among the principal wartime Allies. Further dispute and delay would gravely jeopardize political stability in the countries concerned for many years.

During the long months of debate on these treaties, we have made it clear to all nations that the United States will not consent to settlements at the expense of principles we regard as vital to a just and enduring peace. We have made it equally clear that we will not retreat to isolationism. Our policies will be the same during the forthcoming negotiations in Moscow on the German and Austrian treaties, and during future conferences on the Japanese treaty.

The delay in arriving at the first peace settlements is due partly to the difficulty of reaching agreement with the Soviet Union on the terms of settlement. Whatever differences there may have been between us and the Soviet Union, however, should not be allowed to obscure the fact that the basic interests of both nations lie in the early making of a peace under which the peoples of all countries may return, as free men and women, to the essential tasks of production and reconstruction. The major concern of each of us should be

¹ Excerpts from the message delivered by the President before a joint session of the Congress on Jan. 6, 1947 and released to the press by the White House on the same date.

the promotion of collective security, not the advancement of individual security.

Our policy toward the Soviet Union is guided by the same principles which determine our policies toward all nations. We seek only to uphold the principles of international justice which have been embodied in the Charter of the United Nations.

We must now get on with the peace settlements. The occupying powers should recognize the independence of Austria and withdraw their troops. The Germans and the Japanese cannot be left in doubt and fear as to their future; they must know their national boundaries, their resources, and what reparations they must pay. Without trying to manage their internal affairs, we can insure that those countries do not rearm.

International Relief and Displaced Persons

The United States can be proud of its part in caring for peoples reduced to want by the ravages of war, and in aiding nations to restore their national economies. We have shipped more supplies to the hungry peoples of the world since the end of the war than all other countries combined.

However, so far as admitting displaced persons is concerned, I do not feel that the United States has done its part. Only about 5,000 of them have entered this country since May 1946. The fact is that the executive agencies are now doing all that is reasonably possible under the limitation of existing law and established quotas. Congressional assistance in the form of new legislation is needed. I urge the Congress to turn its attention to this world problem, in an effort to find ways whereby we can fulfil our responsibilities to these thousands of homeless and suffering refugees of all faiths.

International Trade

World economic cooperation is essential to world political cooperation. We have made a good start on economic cooperation through the International Bank, the International Monetary Fund, and the Export-Import Bank. We must now take other steps for the reconstruction of world trade, and we should continue to strive for an international trade system as free from obstructions as possible.

Atomic Energy

The United States has taken the lead in the endeavor to put atomic energy under effective international control. We seek no monopoly for ourselves or for any group of nations. We ask only that there be safeguards sufficient to insure that no nation will be able to use this power for military purposes. So long as all governments are not agreed on means of international control of atomic energy, the shadow of fear will obscure the bright prospects for the peaceful use of this enormous power.

In accordance with the Atomic Energy Act of 1946, the Commission established under that law is assuming full jurisdiction over our domestic atomic-energy enterprise. The program of the Commission will, of course, be worked out in close collaboration with the military services in conformity with the wish of the Congress, but it is my fervent hope that the military significance of atomic energy will steadily decline. We look to the Commission to foster the development of atomic energy for industrial use and scientific and medical research. In the vigorous and effective development of peaceful uses of atomic energy rests our hope that this new force may ultimately be turned into a blessing for all nations.

Military Policy

In 1946 the Army and Navy completed the demobilization of their wartime forces. They are now maintaining the forces which we need for national defense and to fulfil our international obligations.

We live in a world in which strength on the part of peace-loving nations is still the greatest deterrent to aggression. World stability can be destroyed when nations with great responsibilities neglect to maintain the means of discharging those responsibilities.

This is an age when unforeseen attack could come with unprecedented speed. We must be strong enough to defeat, and thus to forestall, any such attack. In our steady progress toward a more rational world order, the need for large armed forces is progressively declining; but the stabilizing force of American military strength must not be weakened until our hopes are fully realized. When a system of collective security under the United Nations has been established, we shall be willing to lead in collective disarmament, but,

until such a system becomes a reality, we must not again allow our weakness to invite attack.

For these reasons, we need well-equipped, well-trained armed forces and we must be able to mobilize rapidly our resources in men and material for our own defense, should the need arise.

The Army will be reduced to 1,070,000 officers and men by July 1, 1947. Half of the Army will be used for occupation duties abroad and most of the remainder will be employed at home in the support of these overseas forces.

The Navy is supporting the occupation troops in Europe and in the Far East. Its fundamental mission—to support our national interests wherever required—is unchanged. The Navy, including the Marine Corps, will average 571,000 officers and men during the fiscal year 1948.

We are encountering serious difficulties in maintaining our forces at even these reduced levels. Occupation troops are barely sufficient to carry out the duties which our foreign policy requires. Our forces at home are at a point where further reduction is impracticable. We should like an Army and a Navy composed entirely of long-term volunteers, but in spite of liberal inducements the basic needs of the Army are not now being met by voluntary enlistments.

The War Department has advised me that it is unable to make an accurate forecast at the present time as to whether it will be possible to maintain the strength of the Army by relying exclusively on volunteers. The situation will be much clearer in a few weeks, when the results of the campaign for volunteers are known. The War Department will make its recommendation as to the need for the extension of Selective Service in sufficient time to enable the Congress to take action prior to the expiration of the present law on March 31. The responsibility for maintaining our armed forces at the strength necessary for our national safety rests with the Congress.

The development of a trained citizen reserve is also vital to our national security. This can best be accomplished through universal training. I have appointed an Advisory Commission on Universal Training to study the various plans for a training program, and I expect that the recommendations of the Commission will be of benefit to the Congress and to me in reaching decisions on this problem.

The cost of the military establishment is substantial. There is one certain way by which we can cut costs and at the same time enhance our national security. That is by the establishment of a single Department of National Defense. I shall communicate with the Congress in the near future with reference to the establishment of a single Department of National Defense.

National security does not consist only of an army, a navy, and an air force. It rests on a much broader base. It depends on a sound economy of prices and wages, on a prosperous agriculture, on satisfied and productive workers, on a competitive private enterprise free from monopolistic repression, on continued industrial harmony and production, on civil liberties and human freedoms—on all the forces which create in our men and women a strong moral fiber and spiritual stamina.

But we have a higher duty and a greater responsibility than the attainment of national security. Our goal is collective security for all mankind.

If we can work in a spirit of understanding and mutual respect, we can fulfil this solemn obligation which rests upon us.

The spirit of the American people can set the course of world history. If we maintain and strengthen our cherished ideals, and if we share our great bounty with war-stricken people over the world, then the faith of our citizens in freedom and democracy will spread over the whole earth and free men everywhere will share our devotion to these ideals.

Let us have the will and the patience to do this job together.

May the Lord strengthen us in our faith.

May He give us wisdom to lead the peoples of the world in His ways of peace.

The Economic Report of the President¹

LETTER OF TRANSMITTAL

THE WHITE HOUSE,

Washington, D. C. January 8, 1947.

The Honorable the PRESIDENT OF THE SENATE,

The Honorable the SPEAKER OF THE

HOUSE OF REPRESENTATIVES.

SIRS: I am presenting herewith my Economic Report to the Congress, as required under the Employment Act of 1946.

¹ H. Doc. 49, 80th Cong.

In preparing this report I have had the advice and assistance of the Council of Economic Advisers, members of the Cabinet, and heads of independent agencies.

Respectfully,

HARRY S. TRUMAN

EXCERPTS FROM THE REPORT

International Transactions

The net balance of international transactions in 1946 was about the same as we can anticipate for 1947. Some changes in the components of that balance and in the methods of financing it, however, are both desirable and likely to occur.

Intense demand of foreign countries for goods available only or chiefly in this country has been one of the factors accounting for a high level of employment, production, and purchasing power in the United States during 1946.

Our receipts from the sales of goods and services abroad have recently been running at a rate of about 15 billion dollars a year, compared with only 4 billion dollars prior to the war.

Foreign demand for United States goods at present is associated with the incompleteness of reconstruction in war-devastated areas, and it will continue to be high during 1947, even though some countries may be reluctant to purchase at our current high prices. Sufficient resources will be available to foreign countries to finance urgently needed purchases from us. Any recession in domestic demand would permit us to meet some of the now unsatisfied foreign demand, with a resulting increase in exports. Even if this should be confined to a rise in quantities rather than in the dollar values it would be a factor cushioning the effects of any dip in domestic production and employment.

Should fears concerning our willingness and ability to buy and lend abroad increase, however, foreign countries may husband their dollar resources so as to make them available over a longer period. In this event our exports would be reduced.

5. Cooperation in international economic relations

While most of this Report has necessarily been devoted to the domestic aspects of employment, production, and purchasing power, we must bear in mind that we are part of a world economy. Our sales of goods and services abroad, amounting to about 15 billion dollars in 1946, played an important role in the maintenance of domestic production, employment, and purchasing power and may be expected to do so this year. Such a high level of exports reflects in large part the war destruction of productive capacity in other countries. If we are to maintain a well-balanced prosperity over a long period, our foreign trade must be established on a more permanent basis.

In the long run we can sell to other countries only if we are willing to buy from them, or to invest our funds abroad.

Both foreign trade and foreign investment are vital to maintaining a dynamic economy in this country.

The shortages we have suffered during the war and are even now experiencing have proved to us our need for foreign imports. We will continue to need imports not only to add richness and variety to our standard of living but also as a means of conserving strategic materials. We do not have to fear so-called foreign competition when we have maximum production, employment, and purchasing power. We must not, of course, indulge in indiscriminate reduction of barriers to imports. Such a policy is not contemplated.

For a few years we cannot expect to buy as much from abroad as other countries buy from us. We will find it profitable to invest a part of our savings in developing the world's productive resources through sound loans and investments of equity capital abroad. This is important not only in the first instance as an immediate outlet for our goods and services, the supply of which will be increasing in the coming years, but also as a means of permanently increasing foreign markets for our farmers and businessmen. The quickest demonstration of this can be seen by the fact that nations that are industrialized are our best customers.

Many countries fear economic depression in the United States as a threat to their own stability. If faced with the alternatives of smaller trade and economic insulation on the one hand or close relations with an unstable American economy on the

other, many might prefer some insulation as the lesser evil.

In preference to either of these alternatives, these countries would choose closer relations with a stable American economy operating at high levels. They have already begun to cooperate toward achieving these related goals: economic stability and expansion of world trade. The International Monetary Fund, designed to stabilize exchange rates, and the International Bank for Reconstruction and Development, set up to facilitate the international flow of capital, have already started to operate. At our initiative, experts of 18 important governments recently worked out a tentative charter for an International Trade Organization. This charter embodies principles of commercial conduct designed to enlarge the beneficial flow of world trade, to reenforce the domestic employment and development programs of the co-operating governments and, by intergovernmental commodity agreements, to remove the depressing effects of burdensome world surpluses. This charter represents the first major effort in the field of trade to replace unilateral action—which often injured other countries and provoked retaliation—by cooperation and joint action under a set of common principles. Continued progress in the formation of the International Trade Organization represents the most important step that we can take to reestablish a high volume of foreign trade on a sound basis.

The willingness of many other countries to enter the proposed trade organization will depend to a great extent on our attitude in connection with the reciprocal tariff negotiations scheduled for this year. In return for our own tariff concessions, we can hope to secure not only reduction of foreign tariffs and discriminations but also elimination of a mass of restrictions, in particular, rigid import quotas preventing our access to foreign markets. Thus we should press forward with our program to secure the reciprocal reduction of trade barriers.

If we fail to do our part in putting international economic relations on a healthier basis, it is quite likely that some other countries will feel compelled to increase their own controls. Such a development would tend to break the world into trading

blocs and could have profound effects upon world politics and the prospects for creating an enduring peace.

U.S. Position on Control of Dairen

NOTES TO SOVIET AND CHINESE GOVERNMENTS

[Released to the press January 6]

Text of note delivered by the American Embassy in the Soviet Union on January 3, 1947 to the Soviet Foreign Office. A similar note has also been delivered by the American Embassy in China to the Chinese Foreign Office.

The American Government considers it desirable that the current unsatisfactory situation with regard to the status and control of the port of Dairen be promptly considered by the Chinese and Soviet Governments with a view to the implementation of the pertinent provisions of the Soviet-Chinese agreement of August 14, 1945, in regard to Dairen.¹ This Government perceives no reason why there should be further delay in reopening the port, under Chinese administration, to international commerce as contemplated in the aforementioned agreement.

The Government of the United States, while fully appreciating that this is a matter for direct negotiation between the Chinese and Soviet Governments, feels that it has a responsibility to American interests in general to raise the question with the two directly interested Governments. It hopes that the abnormal conditions now prevailing at Dairen may be terminated at an early date and that normal conditions may be established which will permit American citizens to visit and reside at Dairen in pursuit of their legitimate activities.

In the foregoing connection this Government also wishes to express the hope that agreement can be reached soon for the resumption of traffic on the Chinese Changchun Railway.

It is believed that prompt implementation of the agreements with regard to Dairen and the railway would constitute a major contribution to the reestablishment of normal conditions in the Far East and the revival of generally beneficial commercial activity. This Government therefore would be glad to have the assurance of the Chinese and Soviet Governments that all necessary steps to this end will be taken in the near future.

¹ BULLETIN of Feb. 10, 1946, p. 205.

U.S. Policy Toward a Unified Government in Southern Korea

STATEMENT BY LIEUTENANT GENERAL JOHN R. HODGE

[Released to the press January 7]

Lieutenant General John R. Hodge, Commanding General, United States Army Forces in Korea, issued the following statement at Seoul on January 4

In Cairo in December 1943 and again at Potsdam in July 1945, the President of the United States approved for his country a formal declaration of the Allied Powers that Korea should in due course become free and independent. Realizing the insecurity of Korea, a small defenseless nation in a troubled post-war world, the United States at the Moscow conference in December 1945 bound itself in an agreement with other major powers as to the general procedure by which Korean freedom and independence would be achieved. This agreement, known as the Moscow Decision, provides for the development of a democratic, unified government for all Korea with initial assistance by the United States, the Union of Soviet Socialist Republics, England, and China. Through this agreement the Allied Powers assured the world that blood, lives, and resources expended by them in making possible that liberation of Korea would bear fruit and not be wasted, and that Korea would be independent.

The Under Secretary of State of the United States, speaking for his Government, has recently publicly reaffirmed the unchanging intention of the United States in the following words:

"The (State) Department and the Government's policy is the same as it always has been and as I have stated several times our policy is to bring about the unification of a free and democratic Korea. We intend to stay there until we have been successful in doing it."¹

In order to fulfil its commitments to Korea and to the Allied Powers, the United States Government placed forces in Korea and has designated the

Commanding General of these forces to act as its agent with broad powers. Included in his directives, in addition to his responsibility for commanding of United Forces in Korea, is the requirement that he exercise executive power for governing the American Occupied Zone, until the provisional government of all Korea is established. As the executive head of the government within this area, the Commanding General, United States Armed Forces in Korea, has designated a principal assistant as military governor to act as his deputy in handling the details of the civil government. Either through lack of knowledge of facts or through malicious intent to deceive the Korean people, certain elements are creating the impression that the United States now favors and is actively working toward a separate government in Southern Korea, and that the Korean Interim Legislative Assembly is a completely independent body designed as the forerunner of that government.

Both of the above assumptions are incorrect and dangerous conclusions, entirely without justification, and contrary to the announced basic policies of the United States and the other great Allied Powers who liberated Korea from the Japanese. In furtherance of the United States policy and in order to prepare South Koreans for democratic self-government, the Commanding General, through his deputy for military government, has been progressively drawing Koreans into governmental activities in order that they may, to the maximum extent possible, gain experience and take over governmental responsibility pending establishment of their unified government. This does not mean that he intends to or that he can under his directives shirk his responsibility as executive, or completely transfer his executive power to any other agency until the provisional government of unified Korea is formed. At the same time it is the repeatedly announced and continuing intention of the American Commander to give to Koreans the maximum possible freedom in operation of the

¹ Statement made at a press and radio news conference in Washington, D. C., on Dec. 10, 1946. See also BULLETIN of Sept. 8, 1946, p. 462, and Oct. 13, 1946, p. 670.

agencies of government, assisted as required by American advisers, and to further all legitimate and proper aspirations of the people of Southern Korea for independence.

The Legislative Assembly is a body established with extensive powers under order No. 118¹ designed to give Koreans greater influence and voice in the affairs of Southern Korea. It is a great step forward and offers a great opportunity for the Korean people to develop their nation. It may draft legislation leading to important political, economic, and social reforms pending the establishment of the provisional government. However, it must remain clear to all that the legislature is not a government within itself, nor is it the governing body of South Korea. It is exactly what its name implies, an Interim Legislative Assembly with legislative powers to make laws, and enforcement by the executive branch of government, and to assist the executive branch in carrying out government of South Korea according to the will of the Korean people pending the establishment of Korean provisional government under the Moscow Decision.

As previously stated, I and my assistants, in accordance with the policy of the United States Government, will continue to work for a united Korea, governed by a democratic provisional government created in accordance with recognized international agreements and with the expressed will of the Korean people which will lead to the independence of Korea as a nation united—North and South into one. The desire of the Korean people to achieve unity, independence, and democracy can best be realized by full knowledge of and adherence to the foregoing policies. Efforts to undermine or oppose these policies for selfish political or personal gains can only bring harmful results, and delay the progress of your nation. The Korean people must know and recognize facts as they exist and should not follow the will-of-the-wisp of purely wishful thinking. Those who support and aid in the development of the Korean Government within the framework of the policies will make the greatest possible contribution to the cause of early Korean independence.

¹ Not printed.

² Public Law 371, 79th Congress.

³ BULLETIN of Dec. 29, 1946, p. 1190.

January 19, 1947

Non-Military Activities in Japan

Summation no. 12 for the month of September 1946, released to the press simultaneously by General Headquarters, Supreme Commander for Allied Powers, Tokyo, and by the War Department in Washington, and summation no. 13 for the month of October, released to the press on January 5, 1947, outlined the political, economic, and social activities carried on in Japan under the direction of SCAP.

Both reports indicate latest developments in civil administration, public safety, and prosecution of legal and war criminals; production in such major industries as agriculture and mining, forestry, textile and heavy manufacturing, transportation and public utilities; conditions with regard to labor; control of imports and exports; rationing and price control; property control and reparations; and accomplishments in the fields of public health and welfare, education, religion, and media of expression.

The report for September cites as major developments the passage by the Japanese Diet of four bills intended to reform local government and the resumption of postal service with all countries except Germany.

The report for October was marked by the passage of the Rural Land Reform Bill and the ratification of the Constitution.

Agreement on Trade With the Philippines

Supplementary Protocol and Entry Into Force

[Released to the press January 8]

The President issued on January 8 a supplementary proclamation announcing that the agreement with the Philippines concerning trade and related matters, signed on July 4, 1946, and the exchange of notes supplementing that agreement, signed October 22, 1946, were proclaimed by the President of the Republic of the Philippines on January 1, 1947. This supplementary proclamation recites that, pursuant to its provisions, the agreement entered into force on January 2, 1947.

The agreement, which on the part of the United States was entered into under the authority of the Philippine Trade Act of 1946² was proclaimed by the President of the United States on December 17, 1946.³

Edgar Crossman Appointed to Joint American-Philippine Financial Commission

The Secretary of State on January 7 announced the appointment of Edgar G. Crossman as American co-chairman of the Joint American-Philippine Financial Commission with the personal rank of Minister.

The Commission, which was established by the two Governments upon the recommendation of the National Advisory Council on International Monetary and Financial Problems and with the approval of Presidents Truman and Roxas, will spend three or four months in Manila studying

the financial and budgetary problems of the Philippine Government and will make recommendations to the two Governments based upon the findings. The American section of the Commission will depart for Manila on or about January 11, 1947.

Establishment of the Philippine Alien Property Administration

The President on January 7, 1947 issued Executive Order 9818, establishing the Philippine alien property administration and defining its functions,¹ which supersedes Executive Order 9789 of October 14, 1946.²

Public Support Necessary for Success of Occupation Policies

BY ASSISTANT SECRETARY HILLDRING³

Our foreign policy commitment is the greatest in Germany and Japan. This is true on several counts, and I shall mention two specifically.

First—The resolution of the German problem is the most important one we have in Europe. I do not mean that if we successfully settle the German problem the rest of the European situation will fall into place automatically. But I do say that unless the German problem is settled, and settled decisively and correctly, the other parts of the picture cannot be forced or maneuvered into place. They won't budge. They just won't fit. The same in general is true of Japan with respect to a peaceful settlement in the Far East.

This is one of the reasons why we must concentrate, as Mr. Byrnes is constantly doing, on the settlement of the German and Japanese questions.

A second reason why our foreign policy commitment is greatest in the occupied areas is this: The occupied areas involve us, as Americans, in some sacrifices. We Americans have said—and sincerely I believe—that we are no longer going to be an isolationist nation. That declaration visits

upon us great responsibilities in the international scene. It means that we as a nation pledge ourselves to discharge the obligations entailed in such responsibilities. I think we are now completely united in that sentiment. I do not believe there is much difference of opinion in the United States on that general point. Both of our major political parties subscribe to it. The vast majority of Americans believe it—in an abstract way.

However, when all is said and done, these are merely attitudes and words. I am very much afraid that, as we begin this New Year, we as a people may be expressing these sentiments without meaning them. And we say them without meaning them because we do not understand or appreciate the commitments to which they obligate us individually and collectively.

In Germany today we have 6,000 Americans—military and civilian—actively engaged in the military government of that country. We have another 2,000 in Austria, 5,000 in Japan and about 1,000 in Korea. This represents a sizable group of Americans—Americans who, in the main, are making large personal sacrifices in the service of their country.

But most important, and most to the point, this costs us Americans money, and a lot of money.

¹ 12 *Federal Register* 133.

² *BULLETIN* of Nov. 3, 1946, p. 826.

³ Excerpts from an address delivered before a meeting of the Beverly Hills Forum at Beverly Hills, Calif., on Jan. 7, 1947 and released to the press on the same date.

Our bill in the occupied areas was about three quarters of a billion dollars last year. That is also approximately what it will cost us next year, or rather it will cost us that much if we can get the money.

As you know, early in December we concluded with the British an agreement to treat the American and British zones of Germany as an economic unit, and today that agreement is in force. Under the terms of this merger the American and British Governments will share equally the costs of administering the combined zones. This means that if we Americans are sincere in our international intentions, it will cost us a total of 500 million dollars spread over the next three years, or an average of 167 millions a year.

After three years, however, it is expected that the two zones will be self-supporting. Prior to this agreement the American taxpayer was putting out roughly 200 million dollars a year to maintain our zone in Germany, with little prospect of even reaching solvency.

I think it is easy to see that it is cheaper to subscribe to this Anglo-American merger than to spend 200 million dollars a year indefinitely to maintain our own zone separately. This is an important step in relieving the American taxpayer of a monetary sacrifice he is now making in the interests of world stability. But I like to think it is much more than that. I like to think that it is the underwriting of our foreign policy. It is, in fact, a sound investment in lasting peace. It is a great step forward.

However, I am disturbed. I am disturbed by what I hear and by what I don't hear; by what I read and by what I don't read, in my mail and in the press. More than a month has passed since the Anglo-American agreement was signed by Mr. Bevin and Mr. Byrnes, and the event has passed almost without notice. Public discussion is still absorbed with policy matters. Currently, the discussion is centered on whether we should or should not permit reparations payments to Russia out of the current industrial production in Germany.

I said the Fusion Agreement passed almost unnoticed. Almost, but not quite. Those who did comment cited the cost and doubted that the Congress would appropriate the funds.

But very few have risen to the challenge laid down by the establishment of this program. Very

few have shown much interest in implementing this policy. Only a handful of thoughtful citizens have shown much concern in this 90 percent of the problem, and it appears that almost no one is interested in whether or not we will be in Germany in 1948 to supervise the payment of reparations in kind, or to do anything else.

Are we going to stay in Germany until our job is done, even though it may take 25, perhaps 40, years? Are we going to stay in Japan until our job there is done? I don't know. I can't answer those questions tonight, but I can say with the utmost sincerity and conviction that it is idle and flighty to argue about reparations and denazification and democratization, until that question is answered.

"What," you might ask, "shall we do?"

In my opinion we must revise our views as to what constitutes good citizenship in this country. The dilemma we are discussing has historical roots. For 300 years we Americans have devoted ourselves to conquering a frontier. In conquering this frontier we used the best thinking of all Americans and the diligent application of all America's energy to that task. We concentrated on it, and we did a magnificent job. And we developed a tradition in the doing. We have traditionally turned our backs on the two oceans. It is easy for us to do that, even after involvement in affairs beyond our borders. It is in our blood. We did it after World War I. The great danger is that we may do it again, and that is why I believe we must reconsider our formula for good citizenship.

At present any man or woman is a good citizen if he or she is a useful member of the community; if he votes regularly; if he maintains an interest in the kind of schools his children attend and the movies they see. In other words, if a man displays what might be termed a normal interest in civic and national affairs he is adjudged to be a good citizen. That is the kind of citizen who says: "I believe that we should settle this problem in Germany". And when we say, "You should support your Government's policy in Germany by appropriating 500 million dollars for it," this is the same citizen who writes to his Congressman and says: "Get that 'visionary' bureaucrat out of there before he wrecks the Treasury".

The problem of United States diplomacy lies

principally today at home. Our major difficulty today is getting from our citizens a deep-seated and understanding interest in what goes on beyond our borders. There is too generally an attitude on the part of too many of our people in not caring much about what we do, or why we do it, or whether we do it at all. And so long as that situation exists at home, our whole diplomatic program, our whole project of international cooperation, is in the direst jeopardy.

And, of course, I think that it is self-evident to all of you that no greater disaster could befall the world today than to have the United States withdraw its participation from Germany and Japan.

Again, I cannot impress upon you too vigorously the desperate need for the cultivation of a profound interest in your country's affairs abroad. This nation was conceived upon the principle that every man should have a loud voice in the shaping of his own destiny. Contrariwise, we can, in this country, do a job with credit to the nation only if we have behind the task the warm support of the people. We stand today, in the beginning of this New Year, upon the threshold of great international adventures. We Americans will shape our destiny by what we do, or by what we fail to do—and, mind you, what we fail to do is as important as what we do.

Our great feats of arms and our crushing victories in the war just ended have placed upon us, whether we like it or not, great international responsibilities. Our economic and moral position in this post-war world places upon us not only international responsibilities but, by the same token, the opportunity for and the obligation of leadership.

If we truly desire a world of peace and decency and fellowship among men we must each of us, personally, strive for such a world. If we truly desire that there shall not be another war we must, personally, *act*, as well as think, in a fashion that will prevent war. It is not enough simply to inveigh against war. This is merely the first feeble step toward the objective. Good deeds, hard work, sacrifice—that is the 90 percent of the struggle for peace.

Unless each of us is willing to labor and sweat for such a world, all the elaborate plans, and programs, and projects for a decent, peaceful world will, I assure you, be in vain.

We are today, I believe, engaged in an endeavor that might properly be described as a "battle for peace". After World War I, many of us believed we had won the war. But did we really win that war? If we fought the war in order to win battles, the answer is "yes". But if we engaged in that struggle to make democracy secure, and I think that is why we fought, then I believe history has clearly demonstrated that we did not achieve, by the lavish expenditure of our manhood and our treasure, the objectives for which we waged the war.

And so, naturally enough, along came World War II. By a spontaneous and herculean effort on our part, and by the courageous resistance of our Allies, notably England and Russia, we have again won all the decisive battles. All fighting ceased more than a year ago. But very regretfully I am forced to express the opinion that we have not as yet achieved any of the main objectives for which we fought World War II. *The war has not been won.*

The eradication of fascism; the elimination of intolerance; the establishment of an enduring peace—these are the objectives for which we fought, and this is the part of the conflict which must be won, if it is won at all, by the people themselves under intelligent and forceful leadership. This is the "battle for peace". So far as the United States is concerned, the soldiery for this battle is and must be all the men and all the women of America.

We will never accomplish our purpose by negative measures. This is not something that can be done without positive effort and without a great deal of intense interest and some sacrifice.

A. Adrian Albert Appointed Visiting Professor at University of Brazil

Dr. A. Adrian Albert, professor of mathematics, University of Chicago, has received a grant-in-aid from the Department to enable him to serve as visiting professor of mathematics at the University of Brazil, Rio de Janeiro, Brazil. He is one of a distinguished group of educators who have received travel grants under the program administered by the Department of State for the exchange of professors and specialists between the United States and the other American republics.

Department of State Bulletin

Appointment of the Members and the Alternate Member of a Military Tribunal Established for the Trial and Punishment of Major War Criminals in Germany¹

By virtue of the authority vested in me by the Constitution and the statutes, and as President of the United States and Commander in Chief of the Army and Navy of the United States, it is ordered as follows:

1. I hereby designate Fitzroy Donald Phillips, Judge of a Superior Court in the State of North Carolina, Robert Morrell Toms, Judge of the Third Judicial Circuit Court, Detroit, Michigan, and Capt. Michael A. Musmanno (S) U.S.N.R., 086622, as the members, and John Joshua Speight as the alternate member, of one of the several military tribunals established by the Military Governor for the United States zone of occupation within Germany pursuant to the quadripartite agreement of the Control Council for Germany, enacted December 20, 1945, as Control Council Law no. 10, and pursuant to articles 10 and 11 of the Charter of the International Military Tribunal, which Tribunal was established by the Government of the United States of America, the Provisional Government of the French Republic, the Government of the United Kingdom of Great Britain and Northern Ireland, and the Government of the Union of Soviet Socialist Republics, for the trial and punishment of major war criminals of the European Axis. Such members and alternate member may, at the direction of the Military Governor of the United States zone of occupation, serve on any of the several military tribunals above mentioned.

4. The Secretary of State, the Secretary of War, the Attorney General, and the Secretary of the Navy are authorized to provide appropriate assistance to the members and the alternate member herein designated in the performance of their duties and may assign or detail such personnel under their respective jurisdictions, including members of the armed forces, as may be requested for the purpose. Personnel so assigned or detailed shall receive such compensation and allowances for expenses as may be determined by the Secretary of War and as may be payable from

appropriations or funds available to the War Department for such purposes, except that personnel assigned or detailed from the Navy Department shall receive such compensation and allowances for expenses to which they may be entitled by reason of their military rank and service and as may be payable from appropriations or funds available to the Navy Department for such purposes.

HARRY S. TRUMAN

Deposit of Shares in Yugoslav Stock Companies for Conversion and/or Registration

[Released to the press January 9]

The Department of State has been informed by the Yugoslav Embassy at Washington that the Yugoslav Embassy, 1520 Sixteenth Street, Washington, D.C., the Yugoslav Consulate General, 745 Fifth Avenue, New York, N.Y., and the Yugoslav Consulate General, 840 North Michigan Avenue, Chicago, Ill. will accept, up to and including January 21, 1947, the deposit of shares held by United States citizens in Yugoslav corporations.

American holders of such shares are required to deposit them for conversion and/or registration, pursuant to the provisions of the Yugoslav decree published June 21, 1946, in *Sluzbeni List* (the official gazette of the Federal People's Republic of Yugoslavia).

Registration of Shares of Rumanian National Bank

[Released to the press January 7]

The attention of any American citizens who may hold shares of the Rumanian National Bank is called to the provisions of the law published on December 28, 1946 nationalizing that institution, which requires that shareholders register their shares within 10 days in order to have compensation fixed for their holdings. The law as published states that holders who fail to register their shares within the prescribed period will be reimbursed in accordance with decisions in cases in which filing was done within this period.

American holders of shares of the National Bank of Rumania should therefore immediately send to that institution, at Bucharest, Rumania, a statement regarding their holdings.

¹ Executive Order 9819 (12 *Federal Register* 205).

United States Position on Polish Elections

NOTES DELIVERED TO THE BRITISH, SOVIET, AND POLISH GOVERNMENTS

[Released to the press January 7]

*Text of note regarding the forthcoming Polish elections delivered on January 5, 1947 to Lord Inverchapel, British Ambassador in Washington*¹

EXCELLENCY:

The Government of the United States,² as a signatory of the Yalta and Potsdam Agreements, with particular regard to those sections of the two agreements which deal with the establishment of a representative government in Poland through the instrumentality of free and unfettered elections, wishes me to inform you of the concern with which it views the pre-election activities of the Polish Provisional Government of National Unity. My Government is especially perturbed by the increasingly frequent reports of repressive measures which the Polish Provisional Government has seen fit to employ against those democratic elements in Poland which have not aligned themselves with the "bloc" parties.

According to information reaching my Government from various authoritative sources, these repressive activities on the part of the Provisional Government have now increased in intensity to the point where, if they do not cease immediately, there is little likelihood that elections can be held in accordance with the terms of the Potsdam Agreement which call for free and unfettered elections "on the basis of universal suffrage and secret ballot in which all democratic and anti-Nazi parties shall have the right to take part and put forward candidates".

On December 18, 1946, Vice Premier Stanislaw Mikolajczyk addressed a communication to the American Ambassador in Warsaw in which he called attention to the reprehensible methods employed by the Provisional Government in denying freedom of political action to the Polish Peasant Party. This communication pointed out *inter alia* that the methods used by the Government in its ef-

forts to eliminate the participation by the Polish Peasant Party in the elections include political arrests and murders, compulsory enrollment of Polish Peasant Party members in the "bloc" political parties, dismissal of Polish Peasant Party members from their employment, searches of homes, attacks by secret police and members of the Communist Party on Polish Peasant Party premises and party congresses, suspension and restriction by government authorities of Polish Peasant Party meetings and suspension of party activities in 28 Powiats, suppression of the party press and limitation of circulation of party papers, and arrest of the editorial staff of the Party Bulletin and of the *Gazeta Ludowa*. Authoritative reports from other quarters in Poland serve to substantiate the charges brought by Mr. Mikolajczyk in the communication cited. It is understood that copies of this communication were also delivered to the Soviet and British Ambassadors at Warsaw as representatives of the other two Yalta powers.

In the view of my Government, what is involved here is the sanctity of international agreements, a principle upon which depends the establishment and maintenance of peace and the reign of justice under law. The obligations with respect to the Polish elections which my Government assumed at Yalta and reiterated at Potsdam, together with the Soviet and British Governments, and the obligations subsequently assumed by the Polish Government and frequently reiterated, provide for the conduct of free and unfettered elections of the type and in the manner described above. It is of no significance that the subject matter of this international agreement relates to elections in Poland. The essential fact is that it constitutes an international agreement on the basis of which all four nations concerned have acted. Therefore, my Government believes that, for any of the parties to this agreement to refrain from the most energetic efforts to see to its proper execution would be to fail in a most solemn obligation. For this reason, it is my Government's view that it is both a duty and a right for the three Powers who are parties to the Yalta and the Potsdam Agreements to call

¹ A similar note was delivered on Jan. 5, 1947 to Andrei Vyshinsky, Deputy Minister of the Soviet Union, by U.S. Ambassador W. Bedell Smith.

² In the note to the Soviet Union, "my Government" is substituted for "the Government of the United States".

to the attention of the Polish Government in a most friendly but in a most insistent manner the failure of the Polish Government to perform its obligations.

It is a source of regret to my Government that its own efforts in this direction have not resulted in any change in the course which the Polish Provisional Government has pursued in connection with pre-election political activities. My Government feels that it would be failing in its duty if it did not make further efforts prior to the elections to ameliorate the conditions under which certain democratic elements of the Polish population are now struggling in an effort to take their rightful part in the national elections. It intends, therefore, in the immediate future again to approach the Polish Government with a reminder of its obligations in connection with the elections and again to call upon it to provide those conditions of security which will enable all democratic and anti-Nazi parties to take full part in the elections. I hardly need add that my Government is interested only in seeing that the Polish people have the opportunity to participate in a free and unfettered election and that my Government does not regard the results of such an election as being a proper concern of anyone other than the Polish people themselves.

It is the hope of my Government that the British Government,³ as a party to the Yalta and Potsdam Agreements, will associate itself with the American Government in this approach to the Polish Provisional Government of National Unity.

A similar communication is being addressed simultaneously to the Soviet Government.⁴

Accept [etc.]

[Released to the press January 9]

Text of a note delivered on January 9 at 12:15 p. m., Warsaw time, by Ambassador Arthur Bliss Lane to the Polish Foreign Office

I have the honor to refer to the Embassy's notes of Aug. 19⁵ and Nov. 22, 1946⁶ regarding the Polish National elections, to which no reply has yet been received, and pursuant to instructions from my Government to inform Your Excellency, as a signatory of the Yalta and Potsdam Agreements, with particular regard to those sections of the two agreements which deal with the establishment of a government in Poland, through the instrumentality of free and unfettered elections, of

my Government's continued concern over the pre-election activities of the Polish Provisional Government of National Unity. My Government is especially perturbed by the increasingly frequent reports of repressive measures which the Polish Provisional Government has seen fit to employ against those democratic elements in Poland which have not aligned themselves with the "bloc" parties.

It is a source of regret to my Government that its previous efforts to call the attention of the Polish Provisional Government to its failure to perform its obligations under the agreements cited have not resulted in any change in the course which that Government has pursued in connection with pre-election political activities. According to information reaching my Government from various authoritative sources, these repressive activities on the part of the Provisional Government have now increased in intensity to the point where, if they do not cease immediately, there is little likelihood that elections can be held in accordance with the terms of the Potsdam agreement which call for free and unfettered elections "on the basis of universal suffrage and secret ballot in which all democratic and anti-Nazi parties shall have the right to take part and put forward candidates."

It is the view of my Government that this matter involves the sanctity of international agreements, a principle upon which depends the establishment and maintenance of peace and the reign of justice under law. The obligations with respect to the Polish elections which my Government assumed at Yalta and reiterated at Potsdam, together with the Soviet and British Governments, and the obligations subsequently assumed by the Polish Government and frequently reiterated, provide for the conduct of free and unfettered elections of the type and in the manner described above. The fact that the subject matter of these agreements relates to elections in Poland is incidental. The essential fact is that they constitute an international agreement under which all four

³ In the note to the Soviet Union, "the Soviet Union" is substituted for "the British Government".

⁴ In the note to the Soviet Union, "British Government" is substituted for "Soviet Government".

⁵ BULLETIN of Sept. 1, 1946, p. 422.

⁶ BULLETIN of Dec. 8, 1946, p. 1057.

nations concerned have assumed obligations. I need hardly say that my Government is interested only in seeing that the Polish people have the opportunity to participate in a free and unfettered election and that my Government does not regard the results of such an election as being a proper concern of anyone other than the Polish people themselves.

My Government would be failing in its duty if it did not again point out that the continuation of the present policy of suppression, coercion, and intimidation as applied to political opposition in Poland constitutes a violation of the letter as well as the spirit of the Yalta and Potsdam Agreements.

American Economic Mission to Greece

[Released to the press January 9]

Ambassador Paul A. Porter announced on January 9 the completion of the membership of the American Economic Mission to Greece, which he heads. The Mission left by air from New York for Athens at 10 p.m. on Monday, January 13. It will examine economic conditions in Greece and recommend measures which should be taken by the Greek Government for the reconstruction of the country.

John Fitch of Washington, who has just returned from Guatemala, will serve as engineering consultant. Stephen Ailes of the Washington law firm of Steptoe and Johnson, who was associated with Ambassador Porter at OPA, will be counsel to the Mission. Dillon Glendenning will join the Mission as financial consultant from his post in Cairo. Print Hudson, who until recently was agricultural attaché at the American Embassy in Athens, is to be the agricultural expert of the Mission.

The appointments of Leslie L. Rood, executive secretary, and Francis F. Lincoln and William M. Rountree, economists, were made at the time of the appointment of Ambassador Porter. Dorothy I. Page, Ellen F. Broom, and Mary Nicholson will accompany the Mission as secretaries.

Ambassador Porter and other members of the Mission have been engaged in discussions during the last two weeks with officials of the Department of State, the Department of Agriculture, and other United States Government agencies, and with of-

ficials of UNRRA, the International Bank, and other international organizations.

The terms of reference of the Mission as announced by Secretary Byrnes are as follows:

1. To examine economic conditions in Greece and the functioning of the Greek Government as they bear upon the restoration and development of the national economy of that country.

2. To consider measures necessary for the reconstruction of essential transportation, power, manufacturing, agricultural, and other facilities.

3. To consider the extent to which the Greek Government can carry out reconstruction and development through the effective use of Greek resources at home and abroad, and the extent to which Greece will require assistance from foreign or international sources.

4. To make recommendations to the United States Government for transmittal to the Greek Government of specific measures which should be taken by the latter for the improvement of the national economy.

Transport Vessels Made Available to Italian Government

[Released to the press January 10]

The Italian Prime Minister's visit to Washington has provided occasion for agreement on an arrangement designed to serve, as satisfactorily as available facilities permit, the needs of the United States and of Italy with respect to certain current civilian passenger traffic requirements and certain other essential transportation of persons.

For this purpose the United States will make the United States transport vessels *Hermitage* and *Monticello* available for the Italian Government's use in the repatriation of prisoners of war from foreign areas, Italian emigration, and similar requirements of the Italian national interest. The *Hermitage* and *Monticello*, formerly the Italian passenger vessels *Conte Biancamano* and *Conte Grande*, have become surplus to United States requirements and are laid up in the Maritime Commission's reserve fleets.

This will enable the Italian Government to meet its transport requirements, referred to above, without interrupting the service of urgent civilian passenger traffic between New York and Mediterranean ports, in which the Italian passenger vessel *Vulcania* has been operated for some months past

in the United States national interest. The *Saturnia*, sister-ship to the *Vulcania*, is scheduled to replace the *Vulcania* in this service shortly, and under the arrangement now agreed upon this service will continue to be handled by the American Export Lines, with the Department of State continuing to designate ports of call and priority of space allocations. This is in order to assure space for transportation of passengers in the national interest of the United States, including particularly the repatriation of United States citizens, in connection with which the Department of State has certain responsibilities.

Thus, on the one hand, vessels in United States possession and surplus to United States needs will be made available for use in meeting certain Italian requirements, and, on the other hand, certain United States requirements continue to be met by more suitable tonnage. At the same time the American shipping company by its participation in this service is enabled to maintain a position in the traffic pending the time when it is able to place its own ships in this passenger service.

The *Hermitage* and *Monticello* will be made available for the use of the Italian Government by the Maritime Commission, at the request of the Secretary of State, under a special agency agreement to be concluded between the Commission and the Italian Government's representatives.

The four ships are all of approximately the same size (about 24,000 gross tons), speed (19 to 20 knots), and age (18 to 22 years). The steamships *Hermitage* and *Monticello* were acquired by the United States early in the war and converted to troop transports for operation by the U.S. Navy. In this capacity they provided valuable service in the war effort until they became surplus to United States requirements and were placed in the Maritime Commission's reserve fleets during recent months. The motorships *Saturnia* and *Vulcania*, which continued under Italian ownership, also provided valuable services in the war effort as part of Italian co-belligerency. They were allocated to United States military service after their escape from German control, in 1943 and 1945, respectively, and were returned to Italian control in November 1946. While under United States control, the *Saturnia* was extensively converted for service as a hospital ship for use by the War Department and during 1946 brought to this country a large number of war

brides. The *Vulcania* also served as a troop transport, but, because it was best fitted for passenger use, was later placed in the United States-Mediterranean service providing urgently needed United States passenger service, which was continued after its redelivery to Italian control in anticipation of the arrangement for the use of the four ships now agreed upon.

Trade Agreement With Canada

PROPOSED TERMINATION OF CONCESSION ON LINEN FIRE HOSE

[Released to the press January 10]

It has been ascertained that imports into the United States of linen fire hose included in item 1007 of schedule II of the trade agreement with Canada, signed on November 17, 1938, have been in major part from countries other than Canada and that imports of such hose have increased very considerably over the levels obtaining before the entry into effect of the reduced duties established pursuant to the agreement.

In the trade agreement, the reduction in duty was from the rate provided for in the Tariff Act of 1930 of 19½ cents a pound plus 15 percent ad valorem, to 10 cents a pound plus 7½ percent ad valorem.

Under article XIV of the Canadian agreement, each country has reserved the right, after consultation with the Government of the other country, to withdraw or to modify the concession granted on any article, if, as a result of the extension of the concession to other foreign countries, such countries obtain the major benefit of the concession, and if, in consequence, imports of the article concerned increase to such an extent as to threaten serious injury to domestic producers. This Government is considering taking action, pursuant to article XIV, to withdraw the concession granted in item 1007 on "hose, suitable for conducting liquids or gases, wholly or in chief value of vegetable fiber", the imports under which are understood to be almost entirely linen fire hose.

Unless the action under consideration is modified in the light of representations received from interested persons, it is contemplated that the concession will be completely withdrawn, with the result that the duty on hose described in item 1007 of schedule II of the trade agreement would return to the statutory rate, previously referred to, which was in effect prior to the agreement.

Any person desiring to submit any information or views with respect to the proposed action should present them to the Committee for Reciprocity Information in accordance with the announcement issued by that Committee on January 9.¹

Polish Refugee Camp in Mexico Closes

The termination on January 1, 1947 of the Polish refugee camp at the former hacienda, Colonia Santa Rosa, near León in the state of Guanajuato, Mexico, also brought to a close an unusual story of international refugee cooperation to which the United States contributed over \$2,000,000.

After a fruitless canvass to resettle the Poles in British and Belgian colonies, Latin American countries, and the United States, an agreement was reached at the end of 1942 between the representatives of the Polish Government-in-Exile at London and the Mexican Government for the accommodation of a large number of the refugees in Mexico. Premier General Sikorski was instrumental in effecting the agreement, as well as in obtaining the financial aid from the United States.

Following the dissolution of the Polish Government-in-Exile, in July 1945, the Government of the United States assumed full responsibility for the administration of Colonia Santa Rosa.

During the period of operation of the camp, 1,490 Polish nationals, including 81 children born there, were given haven. By December 15, 1946, a total of approximately 1,480 had been processed through the camp, 585 had been accepted into the United States, including 263 orphan children placed in various United States institutions; 69 were admitted into other countries; 35 had been repatriated to Poland; 769 found employment in Mexico; and there were 25 deaths at the camp.

Foreign Commerce Weekly

The following article of interest to BULLETIN readers appeared in the January 4 issue of the *Foreign Commerce Weekly*, copies of which may be secured from the Superintendent of Documents, Government Printing Office, for 15 cents each:

"Shanghai Lumber Market: Effect of War's Ravages", based on consular reports by Loris F. Craig, economic analyst, American Consulate General, Shanghai, China.

¹ For announcement issued by Committee for Reciprocity Information, see Department of State press release 24 of Jan. 9, 1947.

Tax Treaty Negotiations With Denmark

[Released to the press January 8]

A delegation of Danish tax specialists is expected to visit Washington at an early date to conduct *ad referendum* negotiations looking to the conclusion of treaties between the United States and Denmark for the avoidance of double taxation and for administrative cooperation in prevention of tax evasion with respect to income taxes and to taxes on estates of deceased persons.

If the discussions are successful they will result in the preparation of draft treaties which will be submitted by the negotiators to their respective governments for consideration with a view to signing.

In preparation for the negotiations, the American delegation will welcome conferences with interested parties or statements and suggestions from them concerning problems in tax relations with Denmark. Communications in this connection should be addressed to Eldon P. King, Special Deputy Commissioner of Internal Revenue, Bureau of Internal Revenue, Washington 25, D.C.

Department of State Bulletin Subscription Price Increased

The annual subscription price of the DEPARTMENT OF STATE BULLETIN was increased from \$3.50 to \$5.00 on January 1, 1947 owing to a combination of factors which has left the Superintendent of Documents, Government Printing Office, no choice but to take this action. These factors are the constantly expanding size and scope of the BULLETIN, as it attempts to cover the vast range of American international relations, and the rising cost of production. The printing and publishing of government publications are affected as much by the rising prices of materials and other production factors as any other integral part of the national economy.

The need to take this action is regretted both by the Department of State and by the Superintendent of Documents. After thorough study of the problem during recent months the Department of State considers that the increase in price is preferable to the only alternative, which would have been to make drastic reductions in the quantity of original documentation and other material provided readers.

Department of State Bulletin

THE CONGRESS

Second Deficiency Appropriation Bill for 1946: Hearings before the Subcommittee of the Committee on Appropriations, House of Representatives, Seventy-Ninth Congress, second session, on the Second Deficiency Appropriation Bill for 1946. 616 pp. [Department of State, pp. 514.]

Third Deficiency Appropriation Bill for 1946: Hearings before the Subcommittee of the Committee on Appropriations, House of Representatives, Seventy-Ninth Congress, second session, on the Third Deficiency Appropriation Bill for 1946. 857 pp. [Department of State, pp. 178-223.]

Department of State Appropriation Bill for 1947: Hearings before the Subcommittee of the Committee on Appropriations, House of Representatives, Seventy-ninth Congress, second session, on the Department of State Appropriation Bill for 1947. ii, 709 pp. [Indexed.]

Investigations of the National War Effort: Report of the Committee on Military Affairs, House of Representatives, Seventy-ninth Congress, second session, pursuant to Res. 20, a resolution authorizing the Committee on Military Affairs to study the progress of the national war effort. Union Calendar No. 866, H. Rept. 2740. v, 46 pp.

Financial Aid to the Republic of the Philippines: Hearings before the Committee on Banking and Currency, House of Representatives, Seventy-ninth Congress, second session, on H. J. Res. 383, superseded by H. J. Res. 388, a resolution to authorize the Secretary of the Treasury to render financial aid to the Republic of the Philippines, and for other purposes. July 24, 1946. ii, 34 pp.

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January 19, 1947

U. S. GOVERNMENT PRINTING OFFICE: 1947

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